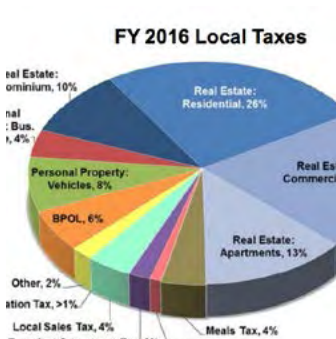
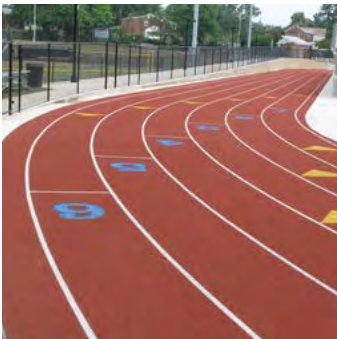


# Arlington Community Facilities Study

*A resource and facilities plan for our future*

## Final Report



**Facilities**

**Did you know?**

- The County and Schools own 2.2 square miles out of 26.2 square miles in the County.
- The County estimates that it will need an additional 13 - 18 acres to support forecasted growth.

**What are the County and Schools' current facility needs?**

- Schools, parks, and all County facilities providing services serve 2.2 square miles.
- Arlington's forecasted growth increases demand for public services, which requires land and facility space.
- The 2015 Resident Satisfaction Survey found that 81% of residents want to see more parks and recreational facilities in the County.
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Submitted by the  
Study Committee

November 6, 2015





November 6, 2015

Dear Chair Hynes, Chair Violand- Sánchez, and County Board and School Board members,

It is our pleasure to transmit the Final Report of the Community Facilities Study Committee for your review and action.

The 23-member committee, created by joint action of both Boards, has worked hard since January to learn from policy experts, listen to many community voices, exchange ideas, and hammer out recommendations to improve decision-making about future public facilities and generally strengthen Arlington's responses to major community challenges and unsettling change.

Our Report amasses detailed information about local population changes, economic pressures, public finance and facility needs. Its central message is short:

Arlington is experiencing growing pains. Our population is expanding and expected to keep growing, up to 31% in the next 25 years. While our 26-square-mile county gets more crowded, our business climate is changing and our economic outlook is not clear. The facilities needed to sustain a healthy community—schools, parks, bus yards, fire stations, community centers and such—are already competing for precious space, limited funds, and public support. Those pressures will get more intense and the choices even harder in the years ahead.

How should Arlington respond to these challenges? The Committee's recommendations include:

- A new system for more open, systematic and coordinated County and School Board decisions about setting priorities for future facility budget and location decisions
- A solid framework for timely, thoughtful and transparent decisions about siting of facilities and new uses of public space
- Keener analysis of local population trends, in order to sharpen projections of school enrollment and improve planning for needed housing and services for young families, seniors and other groups
- Continued economic development initiatives to revitalize our commercial office sector
- Creative ways to get maximum benefits from public space, such as co-locating programs and building over I-66

A central theme of the report is the need for better communications and collaboration – between County and Schools as institutions, between staff and residents/workers, and among the myriad

groups and interests in our dynamic community. We already see progress on this front. The Facilities Study has been a pioneering and productive partnership—launched by both Boards, bringing together civic leaders from all over Arlington, bolstered by input from the 250-plus members of our Resident Forum and countless others, and informed and supported by a tireless team of very capable County and APS staff. We can always do better with civic engagement, but this is an excellent start.

On behalf of the Committee, thank you for the opportunity to tackle these big issues. We look forward to your thoughtful responses on November 10th and stand ready to help with the next steps in Arlington's progress.

Sincerely,

A handwritten signature in black ink, appearing to read "John Milliken".

John Milliken, Chair  
Community Facilities Study Committee

A handwritten signature in blue ink, appearing to read "Ginger Brown".

Ginger Brown, Vice-Chair  
Community Facilities Study Committee

Cc:

Dr. Patrick K. Murphy, APS Superintendent

Mr. Mark J. Schwartz, Acting County Manager

Enclosure





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*A Companion Document includes the 2015 Committee Meeting Presentations and additional data on County Forecasts and APS Projections*

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## Executive Summary



# Executive Summary

With steady growth, evolving demographics, and a changing economy, now is the appropriate time for Arlington to take a step back and examine strategies to meet our community facility needs. Arlington is considered an enviable place to live and do business, with a highly-rated school system, a solid economy, distinctive neighborhoods, and strong community voices. These successes are a double-edged sword, as we are challenged to keep pace and address the needs of the entire community.

Old solutions can't solve every problem. Facilities built by past generations are aging, and in many cases demand for services is exceeding capacity. To overcome our insufficient land holdings, we will need to think differently and use our resources more efficiently.

The County Board and School Board selected a cross section of the Arlington community for their depth of civic experience to lead a community dialogue on these issues. The Community Facilities Study Committee members immersed themselves in Arlington's current and future demographic, economic, and facility trends over the last nine months. They exchanged ideas and formed thoughtful, practical recommendations to influence future decisions.

The County and School Boards asked the Committee to identify the principal strategic challenges that Arlington faces, point out the barriers to overcoming those challenges and recommend ways to address them. This Report documents the conclusions reached by the Committee in those topic areas.

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Arlington is challenged today and is entering an era of tough choices with diverse needs competing for money, space and community support.

In addition, this is a time of unusual change in the leadership of the County and Schools. The Committee recommends that addressing the challenges identified in this Report be a priority for both elected and appointed officials.

This summary describes these challenges and highlights the Committee's recommendations to the County and School Boards. The Committee urges the Boards to act expeditiously on two primary recommendations:

- Create a formal, integrated strategic needs assessment and priority setting process between APS and the County with these three elements:
  - A Facilities Strategic Planning Committee consisting of two County Board and two School Board members
  - An integrated staff team including APS and all relevant County departments, and
  - A Joint Facilities Advisory Commission
- Implement the proposed Public Facility Siting Process

By implementing these two recommendations, a foundational structure would be in place to guide the challenging work ahead to identify and prioritize public facility needs as well as to establish a guiding process for the siting of future public facilities

#### **What do we see as the principal challenges?**

1. A scarcity of land for public facilities
2. Dealing with changing demographics
3. A threatened commercial tax base
4. Strategic facility planning and priority setting, and
5. The need to revamp our community dialogue

## **A Scarcity of Land for Public Facilities**

Land is Arlington's scarcest resource. The County is only twenty-six square miles, the smallest and most densely populated County in the country. Of that twenty-six, 9.5 is owned by federal, state or regional bodies or taken up by transportation rights of way. Another 14.2 is privately owned. County and Schools account for the final 2.2, and that land is already crowded with heavily used community facilities and other public uses.

As Arlington's population grows (forecast to reach 283,000 by 2040 based on the adopted General Land Use Plan), the demand for more schools, open space and facilities for public services will grow as well. For example, we will not only need to build schools for more kids but also provide sports fields and basketball courts for those kids to use, facilities to park and service the school buses that transport them, and space to store the equipment that repairs and plows snow from the streets they use. And a similar range of needs will be required for every age group, from adult recreation and continuing education to library services and natural and green space.

The challenge for the future is, first, to make better use of the land and facilities (including public buildings and other public uses) we have and, second, to look for opportunities to "create" more land. What does that mean? It means building up, rather than out. It means building over and under whenever possible. It means making facilities flexible and adaptable and appropriate for joint use, whenever possible. And it means finding land where it does not now exist, such as decking over on I-66. These solutions are likely to present engineering challenges and are almost certain to be more expensive, but, because land is our scarcest resource, novel and creative approaches may prove to be the most prudent.

To help meet these growing needs, Arlington should formalize a “land acquisition fund,” adopt policies for its use and include all types of public facilities as well as the costs associated with any “newly created” land.

#### **Recommendations:**

1. Make maximum use (and reuse) of the facilities we have
2. Encourage joint or shared use of facilities
3. Build up, under and over rather than out
4. Create “new” land
5. Collaborate with other jurisdictions for shared uses
6. Establish a land acquisition fund

## **Dealing with changing demographics**

Arlington will grow, adding another 70,000 residents if we follow the currently adopted land use plan. The challenge is addressing the needs of those parts of the population that are growing and, particularly those population elements that are critical to our economic future. Diversity is one of our strengths. We are a place where a wide range of people want to live. We attract exceptional people from all walks of life and, importantly, we attract the businesses that want to employ them. We are appealing to the 29 year old who does not want to own a car and wants to live in an urban setting; to the 67 year old who wants to continue to live in the community where her children were raised; and to the young family attracted by the quality schools and the outdoor and indoor spaces and places that are inviting for children.

But some obvious challenges arise. Increasingly, middle-class families, those earning 80-120 percent of median income, cannot afford to live in Arlington. How do we keep the 29 year old when he or she has children and is looking for a suitable, affordable place to live? Are the schools prepared to handle the growing and diverse population that Arlington is likely to attract? Do we have the active recreation facilities, urban gathering spaces, and natural areas and trails they seek? These millennials are the heart of Arlington’s future workforce and a critical ingredient in attracting 21st century businesses to locate and grow here. Whether the young adult will stay in Arlington to raise his or her family is one of the central, difficult to answer questions about Arlington’s future. We do know that the quality of the schools and parks and recreation centers will be an attraction. We do know that the close-in transit-oriented environment appeals to many young adults. But will we have the housing to accommodate them and will the County

and the Schools have anticipated their numbers correctly so that perceived school crowding will not be a disincentive?

The Committee spent a great deal of time on the issue of projecting future County and School populations and has made a series of recommendations to coordinate more effectively the availability and use of demographic data between the Schools and the County. On the critical issue of housing that is affordable to those starting out, the Committee has discussed several approaches for the County to consider further and in more detail. On the issue of meeting the needs of a diverse student body, the Committee recommends an enhanced and coordinated program of wrap-around services involving County, School and non-profit community resources. And, finally, on the issue of meeting the needs of the growing over 65 population, the Committee recommends that more Arlington-specific data be collected and analyzed so that we can plan for seniors in their 60s, 70s, 80s, and beyond.

#### **Recommendations:**

7. Improve forecast and projection methods
8. Improve cohort data research, particularly for millennials and those 65 and older, and use demographic factors to help define future facility needs
9. Develop strategies to retain the millennial population, specifically increasing the availability of “starter” housing, child care, and preschool
10. Evaluate and enhance wrap around services, coordinating school and after-school needs

## **A Threatened Commercial Tax Base**

Like all local governments in Virginia, Arlington relies heavily on the real estate tax for its revenues. Unique among its Virginia neighbors, 50% of Arlington’s real estate taxes come from commercial properties which include office, retail, hotel and rental apartments. The comparable figure in Fairfax is 25%, in Prince William, 21%, which means a greater proportion of the local budgets in those counties is derived from residential real estate taxes, compared to Arlington.

Decades of a thriving commercial office market has afforded Arlington top-rated schools and a wide variety of public amenities, all while keeping residential taxes low. But that model is threatened now because of a rapid rise in the vacancy rate in commercial office buildings, which is currently 21 percent, more than double its historic level. This is meaningful to every Arlingtonian because every one percent increase in the office vacancy rate equates to a half cent on the real estate tax rate, or \$29.00 for the average single family home.

The causes of this rapid rise in office vacancies are several, which means that there is no easy solution. Base Relocation and sequestration at the federal level have reduced the presence of federal agency tenants and their private consultants; the rise of teleworking and the trend toward shared office space has reduced the demand for private office space; and the opening of the Metrorail Silver Line has brought competition from office markets to our west in Tysons and Reston. As Arlington's apartment market strengthens and fills space that may have otherwise become office development, the demands placed on public facilities will increase.

Arlington can no longer rely on its location and reputation to sell itself. It must step up its game in marketing and improve its receptivity to business, both those currently located here and those wanting to come. It must focus on new markets such as research and education and build on the technology businesses in Crystal City and Ballston. It must be willing to respond quickly and with flexibility to requests for minor or temporary changes to buildings or their environs. The Committee recommends an enhanced role for the Business Improvement Districts in allowing such changes.

The Committee recognizes that office development can sometimes put added pressure on County facilities and services, pose additional traffic issues, and challenge the aesthetic vision that some Arlingtonians have of their neighborhoods and the County. In order to make clear the trade-offs the County Board must make, the County staff report accompanying a commercial development project should include a statement of its economic impact, including both costs and benefits likely to be generated by the project. In addition, the County Board should revise its charge to the appointed citizen Economic Development Commission to assign it the job of reviewing the recommended staff economic impact statement for commercial development projects and providing its comments directly to the Board.

### **Recommendations:**

11. Step up marketing efforts to attract commercial office tenants.
12. Add an economic impact section to private development project staff reports.
13. Amend the charge of the EDC to include provision of a letter to the County Board regarding the economic impact of each project.
14. Enhance the role of the Business Improvement Districts (BIDs), and adopt other improvements, to attract and retain businesses.
15. Focus on a variety of housing to match the wide range of incomes and ages in the County.
16. Embark on a cost efficiency effort for public facilities and services, and bolster community awareness of key revenue and budget issues.

## **Strategic Facility Planning and Priority Setting**

As the Committee dealt with the task of developing a process for the County and School Boards to use in the siting of public facilities, the question arose of how the County and Schools strategically prioritize their future facility needs. How does a particular project find its way into the Capital Improvement Plan, and how does that relate to the County's broader vision of its future? What is the role of the community in thinking through these strategic priority setting decisions?

Our recommendations are designed to achieve four goals:

- Institutionalize better coordination between Schools and County and among the several County departments, including development of specific criteria or considerations for prioritizing facility needs.
- Improve the opportunity for public participation and input into the early stages of priority setting for future facilities.
- Bring together the information about ongoing demographic and economic changes in the County and schools with the early planning and thinking about future facilities.
- Identify long-range strategic issues and their implications for facility needs and provide a basis for prioritizing candidates for inclusion in a future update of the CIP.

We recommend the Boards establish a Facilities Strategic Planning Committee consisting of two County Board and two School Board Members (with a rotating Chair). This committee would monitor and provide strategic guidance on public facilities and associated budgets to the full Boards for their respective ultimate decision-making processes. The Facilities Strategic Planning Committee would also provide guidance to a Joint County/APS staff team. This staff team would be chaired by a designated senior person from the County Manager's office and composed of the key facilities planning staff from APS and County departments. The staff person designated to lead the effort must be senior enough to provide direction and leadership to the rest of the team and be charged with taking a longer strategic view of needs. A longer term, data-driven strategic view of needs—in conjunction with a recognition and understanding of immediate priorities—is critical to ensuring a balanced view of capital facility needs.

The Facilities Strategic Planning Committee would receive annual updates on demographic trends, development market projections and other factors (including the natural aging of structures) and, for schools, the general geography of future school needs that might impact the need for future facilities, whether County or Schools.

In developing a master list of projected future needs, the four-person Committee would review those facilities currently in the pipeline (e.g. the adopted CIP and other previously identified needs) and also the various adopted plans that are part of the Comprehensive Plan, and supporting documents including sector and area plans that are adopted for different areas of the County.

Community involvement would be achieved through a new Joint Facilities Advisory Commission, with members appointed by both the County and School Boards. This commission would provide a venue for broader community input and coordination with other established advisory commissions.

Under this proposed approach, once the public facility needs have been listed and prioritized, in a more open way with community members, this work would feed into other processes on specific projects. As charged by the Boards, the Committee is proposing a new siting process that would be followed by the County and Schools when a new site is needed for a facility. This framework would guide all types of large and complex public facility projects including new schools, fire stations, storage and infrastructure “back of house” needs.

### **Recommendations:**

17. Create a formal, integrated strategic needs assessment and priority setting process for APS and the County with these three elements:
  - A Facilities Strategic Planning Committee consisting of two County Board and two School Board members
  - An integrated staff team including APS and all relevant County departments, and
  - A Joint Facilities Advisory Commission
18. Implement the proposed Public Facility Siting Process

## **The Need to Revamp the Community Dialogue**

Arlington has always prided itself on its level of civic participation, from the early 1950s when a generation of residents, many of them federal employees, wrested control of the schools from the segregationist-minded state government, to the blossoming of citizen-led land use planning and design for our Metrorail corridors. But, in reality, even the most robust civic process reaches only a small percentage of the population. While Arlington, like many communities, has an established network of civic associations for each “neighborhood,” the role of these groups and participation levels continue to change. And that is becoming more the case as a new generation gets its information from new sources and communicates in different ways. Our conclusion is that the County and Schools have to redouble their efforts to engage with the diverse population that lives and/or works here.

What does this mean as a practical matter? It means developing accessible, educational and actionable information and distributing it through effective channels. It means more vigorous and creative communications and two-way civic engagement efforts, first from the elected officials who set the policy but, just as importantly, from the professionals in the County and Schools who carry out the policies and provide the services. Traditional community meetings have a place. But we have a diverse population, some of whom respond best to information in a digital environment. Communications from the County and Schools should be clear and allow easy response. Not everyone is interested in – or able to – regularly visit County or School offices or troop over to the County office building to sit around a table and talk for several hours at a community meeting, or obtain information equally through neighborhood groups or listservs.

That does not mean that people are not concerned about what is happening in the community. To increase participation, new formats and different kinds of places and times for meetings (or virtual meetings) are needed and

people need to better understand what is being asked of them and how their input matters or will be handled. In the course of this Study, the Committee experimented with some new forms of communication while also using established partners to reach broader segments of the community. However, even with new tools some segments remain difficult to reach – those working multiple jobs, parents with an overload of family responsibilities, students, non-English speaking, renters, and those less digitally-connected – which is why the Committee stresses the importance of a system-wide rethinking of our communications and civic engagement strategies and practices. The elected officials and staff should experiment with new communications media and, importantly, find ways of reaching those whose participation rates have historically been low. Not an easy task, but one critical in keeping Arlington moving forward together.

#### **Recommendations:**

19. Examine communication processes and practices
20. Improve opportunities for meaningful public participation, and make better use of the community's time and talents
21. Continually experiment with new techniques for civic engagement and new channels of communication

## **This Document**

In response to the Boards' adopted charge, the Committee also drilled into specific Arlington facts, policies, and case studies to accomplish its work. This report provides a summary of those most critical factors and their respective relationship to the challenges facing Arlington in the future. It also provides one location to find basic information that will be needed to guide future facility planning, including facility inventories and the current and future outlook regarding demographic and economic conditions.

## **A Final Word**

The Committee appreciates the opportunity that the County and School Boards have given us to learn more about our community and work with each other and with the Resident Forum to offer you these recommendations. We want to give a special thanks to County and Schools staff and especially to Jennifer Smith, who coordinated the overall effort, and with Matt Ladd and Lisa Stengle led the talented staff team as well as to former County Department Director Susan Bell who contributed her experience and history in the County to the project team.

# List of Recommendations

## Challenge 1: A Scarcity of Land for Public Facilities

1. Make maximum use (and reuse) of the facilities we have, ensuring that existing space is efficiently used and that new space is adaptable for future purposes.
2. Encourage joint or shared use of facilities, taking into account the operating characteristics of any existing use, such as open space.
3. Build up, under and over rather than out to use land most efficiently.
4. Create “new” land by building over right-of-way and on top of structures such as parking garages.
5. Collaborate with other jurisdictions to review whether opportunities exist for both facility and service sharing.
6. Establish a land acquisition fund to position the County to acquire parcels when they become available.

## Challenge 2: Dealing with Changing Demographics

7. Improve forecast and projection methods (Phase 2 consultant work):
  - Analysis of student generation factors (SGF) by different housing characteristics, including trends between 2010 and 2015;
  - Comprehensive demographic analysis of County population by age cohort;
  - Cohort component demographic model for County population forecasts;
  - Long-term (6-10 years) student population projection model; and
  - Trend reporting and best practices.
8. Improve cohort data research, particularly for millennials and those 65 and older, and use demographic factors to help define future facility needs.
9. Develop strategies to retain the millennial population, specifically increasing the availability of “starter” housing (i.e. entry-level homeownership), child care, and pre-school.
10. Evaluate and enhance wrap around services, coordinating school and after-school needs.

### **Challenge 3: A Threatened Commercial Tax Base**

11. Step up marketing efforts to attract commercial office tenants.
12. Add an economic and fiscal impact section to private development (special exception/site plan and Form Based Code) project staff reports to provide information on the costs (e.g. the projected service demands and other costs to the community) and benefits (e.g. the taxes and other economic benefits) likely to be generated by a proposed project.
13. Amend the charge of the Economic Development Commission to include provision of a letter to the County Board regarding the economic impacts and benefits of each private development (special exception/site plan and Form Based Code) projects.
14. Convene a working group of the County and the business community to improve development review and permitting processes, reduce process and permit review time, and incorporate technology where appropriate, and to explore the possibility of delegating to the BIDS and other similar groups approval for temporary uses, and other similar types of activities that would otherwise need County approval and would help attract and retain businesses.
15. Focus on a variety of housing to match the wide range of incomes and ages (e.g. age in place) in the County.
16. Embark on a cost efficiency effort for public facilities and services in light of revenue challenges now and likely in the future, and bolster community awareness of key revenue and budget issues.

### **Challenge 4: Strategic Facility Planning and Priority Setting**

17. Create a formal, integrated strategic facility needs assessment and priority setting process for APS and the County with three elements:
  - a Facilities Strategic Planning Committee consisting of two County Board and two School Board members;
  - an integrated staff team including APS and all relevant County departments; and
  - a Joint Facilities Advisory Commission.
18. Implement the proposed Public Facility Siting Process.

### **Challenge 5: The Need to Revamp Community Dialogue**

19. Examine communication processes and practices to reach new audiences and better disseminate information.
20. Improve opportunities for meaningful public participation, and make better use of the community's time and talents.
21. Continually experiment with new techniques for civic engagement and new channels of communication, particularly social media, to reach a diverse population.



# 1

## Introduction & Background



# Chapter 1: Introduction & Background

## Arlington Today



*Clarendon Post Office Eagle*

Arlington County has experienced a steady surge in development and population growth since the early 1980s with remarkable changes along the Rosslyn-Ballston, Jefferson Davis, and Columbia Pike transit corridors. Over the last ten years, Arlington’s residential neighborhoods have also been changing as land values escalate and as widespread rebuilding and renovations replace and expand older homes. This tremendous growth—albeit largely planned over many decades in partnership with the community—has created pressures on the County’s government and school facilities. At the same time, a weakened office market, shifts in the Federal government’s operations within the region, land limitations within Arlington, and a more mobile, digitally connected community have elevated new concerns which will need to be carefully and thoughtfully accounted for as future facility planning occurs.

Several recent facility projects and initiatives have raised questions and concerns about how Arlington County (“County”) and Arlington Public Schools (“APS” or “Schools”) plan for and finance new public facilities. In response, the Arlington County and School Boards jointly launched the Community Facilities Study in January. The Boards envisioned that the Community Facilities Study would bring the community together to discuss how public facilities are planned and funded, how the County and Schools could increase collaboration, what mistakes have been made in the past and how to learn from them, and what positive strategies could be developed to improve public processes and communications.

The Study Committee established for this effort discussed these complex issues as it met over the course of the year. The Study Committee paid particular attention to Arlington’s economic development outlook, changing demographics, and scarcity of land, factors intertwined with facility needs, planning, construction, and operations. These challenges, if left unaddressed, could threaten Arlington’s overall sustainability as a community. As the process unfolded, it became apparent that the wider Arlington community could benefit from broader awareness and understanding of the complex issues both Boards and staff face in their efforts to run an effective, efficient, and transparent government and school system.

### *Snapshot of Arlington Today*

Arlington County was originally part of the “10 miles square” parcel of land surveyed in 1791 to be the Nation’s Capital. At approximately 26 square miles, it is the geographically smallest self-governing county in the United States. Arlington maintains a rich variety of stable neighborhoods and quality schools, and has received numerous awards for its smart growth policies and

practices and its emphasis on transit-oriented development. Home to some of the most influential organizations in the world — including the Pentagon — Arlington stands out as one of America’s preeminent places to live, visit and do business. Arlington has enjoyed remarkable achievements thanks to a history of smart decisions rooted in community engagement.

A community-based vision helped Arlington protect neighborhood character while planning for the expansion of Metro rail transit in the 1970s. This was a pivotal point in forming the compact, urban environment we know today with:

- attractive, walkable neighborhoods;
- unbeatable transportation;
- a superior school system;
- a smart, creative workforce;
- parks and recreation facilities nationally recognized for their quality and diversity;
- lowest unemployment rates in the region;
- exceptional financial management and consistent triple-AAA bond rating;
- a high level of services and programs for businesses and residents; and
- strong partnerships across the region with nearby localities, universities, non-profit service providers, and the development community.

As of January 1, 2015, Arlington has an estimated population of 216,700, reflecting an increase of 4.4% since 2010. The population is forecasted to reach over 283,000 people, living in over 140,000 housing units by 2040. Reflective of the official September 30, 2015 count, over 25,000 students are enrolled in Arlington Public Schools. While only about 20% of Arlington households include children under the age of 18, APS has experienced annual enrollment growth ranging from 2.8% to 5.2% since 2008. This report highlights how these and other factors, including the current and future economic conditions, facility and land inventory, and public engagement, should influence future discussions and decisions about all public facilities.



*“Bull’s Eye” Concept for Rosslyn-Ballston Corridor, 1972*

## *County and School Governance*

Arlington operates under a “county manager plan of government”, which consists of a 5-member elected County Board with legislative authority, an appointed County Manager with administrative and executive powers, an elected 5-member School Board with authority over the school system, and an appointed Superintendent of Schools. The County Board has taxing authority. It adopts a budget each year for the entire County that sets the funding level for the Schools. The School Board adopts its own budget but does not have the authority to levy taxes. A revenue sharing agreement, in place since FY 2001, guides discussions between the County Board and School Board in structuring the portions of the revenue for each entity to meet and address the economic and resource demands. For FY 2017, APS is expected to receive 46.5% of local tax revenues to address increasing school enrollment and other increased costs. Each Board adopts its own Capital Improvement Plan on a biennial basis, although the debt capacity for bonding capital facilities is shared between County and Schools because the rating agencies consider and evaluate both bodies’ debt capacity comprehensively. The CIPs are approved on the same cycle; the most current School and County CIPs (FY 2015-2024) were adopted in June and July 2014, respectively. The School Board and County Board each establish and make policy decisions which are administered by the Superintendent and the County Manager, respectively. The County and Schools own and operate their land and facilities independently; however, the County Board has authority over land use and zoning decisions, with many public facilities requiring approval by special exception use permit. In numerous cases, facilities (particularly sports and recreation facilities) are shared between County and Schools under a shared use or joint use agreement. The County and School Boards have also developed Criteria for Consideration of Arlington County Facilities and Land in APS Capacity Planning Process to formalize their commitment to efficiently share space resources where feasible.

# Community Facilities Study

## *The Charge*

In January 2015, the County Board and the School Board jointly appointed a 23 member citizen committee to develop a resource and facilities strategic plan for the future for Arlington County. Officially entitled the Arlington Community Facilities Study – A Plan for the Future, this Final Report focuses on long-term opportunities and challenges for the County government and its school system.

The Study Committee was charged with:

- Examining and reconciling existing demographic forecasts for the County and Schools
- Compiling an inventory of existing County and School physical assets and a projection of new facility needs
- Proposing criteria and a process for siting any new County or School facilities
- Developing a forecast of County revenue trends by source under three alternative futures – high, medium and low growth and an analysis of best practices in public facility finance
- Identifying strategic community challenges that, if unaddressed, could threaten Arlington’s overall sustainability

A great deal of the Committee’s time was spent on the last item above, with the group concluding that the identification and discussion of key challenges for the future would be the most significant contribution the Committee could make.

As the Committee identified the key challenges that could impact the County Board and School Board’s ability to achieve the goals and vision for high-quality public facilities, a set of process improvements emerged as the primary method to meet and overcome those challenges. Additional recommendations to adopt new policies for creatively and efficiently using land for public facilities, obtain more demographic data to inform planning, and improve communications with the broad community, among others, were proposed. (See Appendix 1 for full Charge).

## *Committee and Resident Forum*

Through the Charge, the two boards established a 23-member Committee representing a mix of civic and professional experience to meet the task, with some having been more active with Schools and others in County advisory boards and commissions. The study’s reach and exposure into the community were significantly expanded through the use of a novel technique called the Resident Forum. At the outset of the Study, the County and School



Boards contacted civic associations, PTAs, non-profit groups, business organizations, tenant groups, and other community organizations and asked each one to designate a representative from its group to serve as a member of the Resident Forum. Many did so, providing a direct communications link for the groups they represented. In addition, individuals could become members of the Resident Forum simply by signing up. The Resident Forum was composed of more than 250 people and represented over 52 of the County's civic associations. Over 100 other organizations were kept informed of the Study through an additional subscriber list following this effort. A multi-disciplined team of staff from both the County and APS assisted with this process, working closely with the Study Committee Chair and Vice-Chair.

### Community Facilities Study Process

The Charge outlined a study that would run through 2015 with a final report being prepared and presented by the Committee to the two Boards at the end of the year. The Committee met twice a month.

The first several months of the study were designed to educate the Committee and other participants on the County's revenues, the regional and local economic situation, the County's and Schools' current demographic picture and future growth forecasts and projections, the facility and land inventories, and capital facility funding. County and APS staff members, consultants, and other professionals in the Washington, D.C. region prepared the educational presentations. Each topic was typically covered over the course of two meetings. The first meeting provided an overview of the topic, and allowed time for questions and answers by the participants. The second meeting was a chance for participants, including the Resident Forum, to clarify their understanding of the topic, and to share their feedback. Table discussions focused on three or four guiding questions (e.g. What future challenges do you see to Arlington's basic economic model of reliance on the commercial sector for 50% of its real estate taxes?). Committee members facilitated the small group discussions among the Resident Forum and captured the feedback.

As educational sessions progressed, the Committee's and Resident Forum's focus shifted to challenges that could impact facility planning in the future and solutions to overcome them. Subcommittees were established to dig more deeply into four topics identified by the Committee: Demographics, Facilities, Economic Sustainability and Facility Siting. The compiled feedback from the Resident Forum table discussions was used by each of the subcommittees. (A summary of these table notes is provided in Appendix 7.)

The Study Committee held an open house in June to welcome and share information about the study and information learned thus far with the general public as well as to collect feedback on a list of challenges the Committee thought would be facing Arlington in the future. Over 100 people



One of several Public Open House event display boards, June 2015

attended the open house and over 70 people signed in to the promotional online chat for this event with the Chairs of the Study Committee. The Committee also shared information with the public at the County Fair in August.

The Charge to the Committee singled out one item, a process for the siting of public facilities, for a September report to the two Boards. A Siting Subcommittee and the full Committee, with input from the Resident Forum, spent considerable time on this issue and recommended a detailed process to be used when either Board wished to find a location for an identified need or determine the appropriate use or uses for an identified site. The Committee's full Report on the Siting Process is set forth in Chapter 3 and Appendix 6 of this Report.

This Final Report represents the consensus view of the Committee with considerable input from the Resident Forum. The Charge to the Committee called for a number of specific reports and reviews as mentioned above. These have been completed and are set out in detail in Chapter 2, 3 and in several Appendices. All of the educational presentations from the Community Facilities Study meetings are available in a companion document to this report and are available online.

### *Communication Efforts*

This effort was intended to reach the broadest sense of the community beyond any one particular subset of the population or geographical area. To meet this challenge, a robust communications plan was deployed and several new techniques were tested. In the end, communication material about the effort reached many people in the community.

The Chair and Committee members made numerous presentations to community, non-profit, and business groups during the process, along with progress reports to each Board. These led to heightened community awareness of the study and the issues being discussed. Beyond the traditional communication measures of e-mail and the internet, other digital tools were used including

- messages shared through the APS' School Talk that reach over 36,000 subscribers via phone, email and text messages;
- Twitter(@ArlingtonVA, @planArlingtonVA, and @APSVirginia) and Facebook (Plan Arlington VA and Arlington Public Schools);
- live video feeds; and,
- an online chat with over 70 participants, to promote an open house event in June 2015.

Updates on the study were also included in this year's editions of The Citizen, mailed to every household in the County. As a way to disseminate and archive the educational presentations, video recordings of these





sessions are posted online; additionally, summaries of several meetings were prepared that could be easily shared with neighborhood groups and uploaded to non-County websites and listservs. A civic engagement toolkit was also prepared giving each Committee member a compiled set of resources to aid them with their outreach to civic groups, PTA's and other community organizations.

## Prior “Strategic” Studies



In the mid-1980s, the County Board established a commission of community representatives to study the future vision of Arlington County. The group was charged with identifying challenges to the attainment of that vision and to develop recommendations and strategies that could help realize the type of community envisioned for the year 2000 and beyond. The “Future of Arlington – the Year 2000 and Beyond” report documented the findings and recommendations. School enrollment was declining then and development was not happening at a fast enough pace. The population was changing and the County government was not quite sure how it would meet the future demands. The community’s report highlighted numerous ideas that should be at the forefront of planning in the years to come and articulated the commission’s hope that its work would inspire others to take more interest in community planning and other initiatives to improve Arlington in the 21st Century. In 2000, the County Board chartered a new group to assess the progress made by the County since the 1986 study. The commission found that substantial progress had been made on the majority of the recommendations. In addition, the group sought comments from other commissions, boards, advisory groups and individuals to hear their views on the state of the County. Using that input, the group developed the County’s Vision Statement.



## Other, Overlapping Studies

When the County Board and School Board established the Community Facilities Study, several other County and School initiatives were already underway or in the pipeline. The two Boards decided that those processes should continue in tandem with this study on their own respective tracks. Although many of the issues being examined with the specific initiatives overlap those being considered in the Community Facilities Study, the Study Committee did not delve into or duplicate the specific topics or recommendations being discussed as part of those studies. The Community Facilities Study Committee members and staff members involved in all projects have remained informed about each respective process. The following projects were underway concurrent with the Community Facilities Study:

### *Affordable Housing Master Plan*

The County Board initiated the Affordable Housing Study in 2012 to evaluate existing policies, assess current programs and resources, and identify needs and gaps in provisions for affordable housing – housing for households with low and moderate income levels, generally at or below 60% of the Area Median Income (AMI). Sixty percent of AMI today is \$64,480 for a household size of four. In partnership with staff, the County Manager appointed a 19-member working group to share the community’s affordable housing vision and provide guidance on the proposed goals and recommendations. In September, 2015, this body of work culminated with County Board adoption of a new, 11th element of the County’s Comprehensive Plan. In the past, the County’s policies for affordable housing were guided by goals and targets developed in collaboration with the Citizen Advisory Commission on Housing. The new plan proposes three goals that focus on housing supply, access, and sustainability. A companion document to the new master plan, the implementation framework, includes information on new and existing strategies—such as financial assistance, tools for construction, land acquisition, building rehabilitation, land use regulations and incentives, and housing programs to assist low-income and at-risk populations—that can be used separately or in combination to achieve the goals of the plan.

### *Public Spaces Master Plan*

A process to update the Public Spaces Master Plan, last updated and adopted in 2005, was started in 2015 by the Department of Parks and Recreation (DPR). This element of the County’s Comprehensive Plan guides the public space system at the highest level and provides goals and strategies for the future for the full breadth of public spaces, including all of the parks, natural resources and recreational programs and facilities that make up that system. Other supporting plans and policies, such as sector

plans, joint use agreements, and park master plans, all stem from this overarching vision and policy document. As with all updates to elements of the Comprehensive Plan, a community participation plan will engage the public and seek feedback on the stated goals and objectives, current and future facility needs, priorities, and implementation strategies. The County Manager established an advisory committee to work closely with staff through this process on the civic engagement activities and communication plans and to provide feedback on analysis and recommendations. The process, expected to be completed at the end of 2016, will culminate with the adoption of an updated plan to guide policies, projects, land acquisition for park and open space needs, and other strategies for the next 10 years and to identify other, longer-term goals and initiatives. The Plan is updated approximately every 10 years.

#### *Lubber Run Community Center*

Built in 1956, this community center is the oldest in the Arlington inventory. The facility does not meet ADA accessibility standards and does not meet current needs for indoor space and outdoor amenities. Funding to replace the center was included in the County's 2015-2024 CIP, although initially identified in the FY1999-FY2000 CIP. The new center will provide a full complement of recreational, social and learning activities for all age groups. DPR along with the Department of Environmental Services (DES) is leading this effort, which involves an extensive planning process and community collaboration. The conceptual planning and community engagement is expected to take place through 2016, including a review process with the Public Facilities Review Committee (PFRC). Building construction is anticipated from 2017 to 2019.

#### *Fire Station #8 Siting Process*

The County embarked on a process earlier this year to determine a future location for Fire Station #8, currently located on Lee Highway west of Glebe Road. After several public meetings, a new task force has been established to review candidate sites and make a recommendation on a preferred location and type of facility by March 2016. Funding for the relocation and construction of a new facility was included in the 2015-2024 CIP. The County identified this need previously to improve emergency responses for neighborhoods that are currently outside of the County's preferred four-minute response time radius. After a site for the fire station is determined by the County Board, a master planning process will be undertaken with a review process through the Public Facilities Review Committee (PFRC).

### *More Seats For Students Initiative*

Stemming from the last CIP adopted by the School Board in 2014, the Schools facility staff are working on several fronts to increase capacity for a growing student body at all three educational levels: elementary seats in the southern part of the County and middle school seats in the northern part of the County, to be achieved in the near term; and, high school seats to be achieved later in the 10-year planning horizon. These initiatives include the following:

#### *Stratford Middle School*

At its December 18, 2014 meeting, the School Board voted to renovate and build an addition at the Stratford School site to establish a new neighborhood middle school with 1,000 seats. Stratford currently houses the Stratford Program and the H-B Woodlawn Program. The School Board also voted to construct a new school at the Wilson School site which would accommodate the relocated H-B Woodlawn and Stratford programs. The Building Level Planning Committee (BLPC) and the PFRC processes are evaluating the proposed renovation of and addition to the Stratford School building. The BLPC and PFRC processes are both in the concept design stage and major topics such as building placement, site access and circulation, parking, and historic preservation are under discussion. The School Board is expected to consider approval of the concept design in November 2015.

#### *Wilson School*

As noted above, the School Board voted to build a new secondary school with up to 775 seats at the Wilson School site. This proposed school will house the H-B Woodlawn and Stratford programs currently located in the Stratford School. This site was part of the area studied by the County as part of the Western Rosslyn Area Planning Study, which culminated with a County Board-adopted area plan in July 2015. The extensive public facilities in this small area—the future Wilson School, and its associated outside open spaces, a new Rosslyn Highlands Park, and a new Fire Station #10—will make this a community hub along the Wilson Boulevard corridor. At this time, APS is continuing the BLPC and PFRC processes to prepare and review preliminary designs. The School Board is expected to consider approval of the concept design in November 2015.

#### *South Arlington Working Group*

In May 2015, APS launched a process that responded to the School Board's goal of opening a new, 725-seat neighborhood elementary school in South Arlington, preferably by the fall of 2019. The group was charged with analyzing site options and providing input on related

program moves, with the overall goals of addressing crowding and enhancing instructional opportunities in South Arlington elementary schools. The working group has benefitted from the discussions occurring as part of the Community Facilities Study, in particular those related to the siting of new public facilities. Once a site is determined by the School Board, and if County owned is also approved by the County Board, the project would shift to the BLPC and PFRC processes, similar to those noted above.

The School Board established the structure of the Building Level Planning Committee (BLPC) to assist the Facilities and Operations staff and to advise the School Board on each major capital construction/renovation project. A separate BLPC is established for each major capital construction/renovation project.

The Public Facilities Review Committee (PFRC) was established by the County Board as a mechanism for advisory commissions and committees to have timely input on the development of County facility and Schools projects prior to public hearings. Its mission is to ensure that the highest quality of land use planning, design, transportation planning and other important community aspects are incorporated into civic projects. PFRC is a standing committee that meets as needed to review each project.

## **County and APS Efforts Already Underway**

As the Community Facilities Study progressed and County and School staff increased their level of collaboration, each organization took steps to increase transparency, share information, and improve facility planning efforts. Some of the changes that each organization have been made as a result of this study are listed in Appendix 2.



# 2

## Public Facility Basics



## Chapter 2: Public Facility Basics

To set the stage for the Committee’s discussion of challenges facing Arlington and its ability to meet the community’s public facility needs (Chapter 3), this chapter reviews the basic elements that guide the planning, funding, construction and operations for Arlington’s public facilities, and addresses the specific deliverables set out in the Charge for this study.

- Demographic forecasts and projections;
- The facility inventory, planned improvements, and projected needs; and
- Revenue and capital funding programs.

### Demographic Forecasts and Projections

The stated purpose of the Community Facilities Study is to “build a consensus framework regarding future revenue and facility needs” in the context of Arlington’s projected economic and demographic growth. The Study Committee is specifically charged with “examining and, to the extent necessary, reconciling existing demographic and economic forecasts for 5, 10, and 20 years out to produce a single set of forecasts for both the County and Schools.” The Study Committee is particularly interested in issues related to generational changes and collaboration between the County and Schools on population forecasts and school projections. This report’s companion document provides more detailed information on Arlington’s Demographics, Forecasts, and Projections.

### Demographics and Recent Trends

#### *National and Regional Context<sup>1</sup>*

The Study Committee received a presentation from Dr. Lisa Sturtevant, Vice President of Research at the National Housing Conference, on key national and regional demographic trends and how these trends may affect Arlington. Dr. Sturtevant discussed how the recession and recovery have affected different generational groups. New household formation among the millennial generation (born 1982 to 2000) has lagged but is beginning to pick up. Within the region, millennials were driving the growth in Arlington and Washington D.C., but recent trends indicate that this population may be shifting to Fairfax, Montgomery, and Prince Georges Counties. The vast majority of baby boomers (born 1946 to 1964) are currently living in single family homes in the suburbs. Dr. Sturtevant expects that as this generation

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1 Presentation on Regional Economic and Demographic Indicators, March 11, 2015, CFS Meeting

leaves the workforce, many will downsize to smaller homes, opening more suburban single family homes to millennials as they form families.

### *Arlington's Population and Housing<sup>2</sup>*

As of January 1, 2015, Arlington had an estimated population of 216,700, reflecting an increase of 4.4% since 2010. On average, the County's population has grown about 1% per year since 2000. Figure 2-1 shows changes in the population's breakdown by race and ethnicity between 2000 and 2010. Over the decade, the Asian population increased by 22% to almost 20,000, and the Non-Hispanic White population increased by 16% to 132,961. The Hispanic/Latino population decreased by 11% to 31,382, and the Black or African American population decreased by less than 1% to 17,088.

*Figure 2-1: 2000 - 2010 Census: Race and Ethnicity*

	2000		2010		Change	
	Number	Percent	Number	Percent	Number	Percent
Total Population	189,453	100.0%	207,627	100.0%	18,174	9.6%
Population of One Race	149,084	78.7%	170,949	82.3%	21,865	14.7%
White	114,489	60.4%	132,961	64.0%	18,472	16.1%
Black or African American	17,244	9.1%	17,088	8.2%	-156	-0.9%
American Indian & Alaska Native	418	0.2%	394	0.2%	-24	-5.7%
Asian	16,232	8.6%	19,762	9.5%	3,530	21.7%
Native Hawaiian & Other Pacific Islander	114	0.1%	133	0.1%	19	16.7%
Some Other Race	587	0.3%	611	0.3%	24	4.1%
Two or More Races	5,101	2.7%	5,296	2.6%	195	3.8%
Hispanic or Latino (All Races)	35,268	18.6%	31,382	15.1%	-3,886	-11.0%

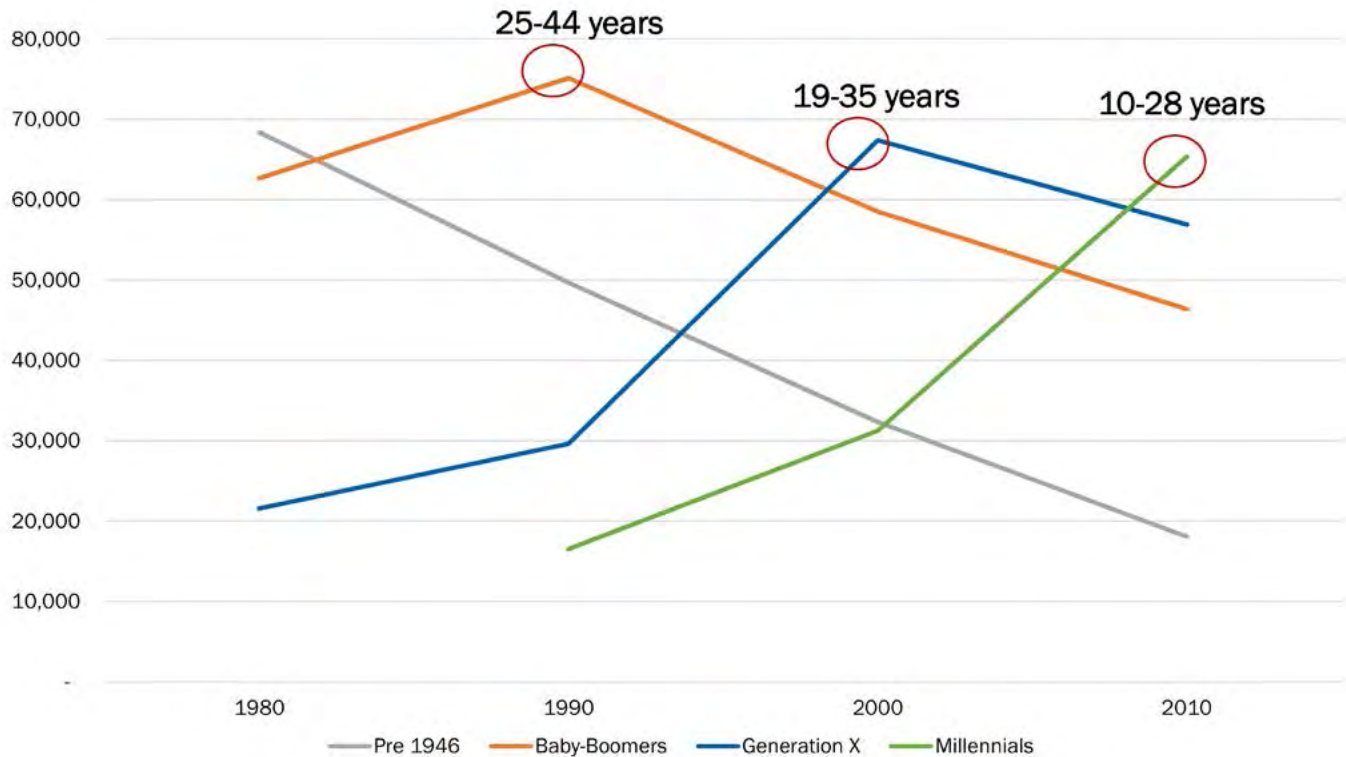
Arlington has also been experiencing generational shifts, although this is not a new trend. As Figure 2-2 illustrates, the local population of each generation tends to peak when in young adulthood (20s and 30s) before tapering off. The millennial generation (born 1982 to 2000) is currently the dominant generation in the County, but it remains to be seen whether this age cohort will stay in the County as they grow older and begin to form households or if many will leave as previous generations have done. The question of what the millennials will do next has significant implications for Arlington's economy

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<sup>2</sup> Data and Statistics in this section come from the 2015 PROFILE (Urban Design and Research Section, Arlington County Department of Community Planning, Housing and Development) and County staff presentations at the March 11 and 25, 2015, CFS Meetings.

and facility needs over the next twenty years.<sup>3</sup> The baby boom generation (born 1946 to 1964) has started to reach retirement age and will continue to do so over the next fifteen years. It will also be important to monitor trends within this cohort, as Arlington's walkable neighborhoods and condominiums and apartments with convenient access to transit could attract baby boomers from other cities and counties.

Figure 2-2: Arlington Population by Generation, 1980 - 2010

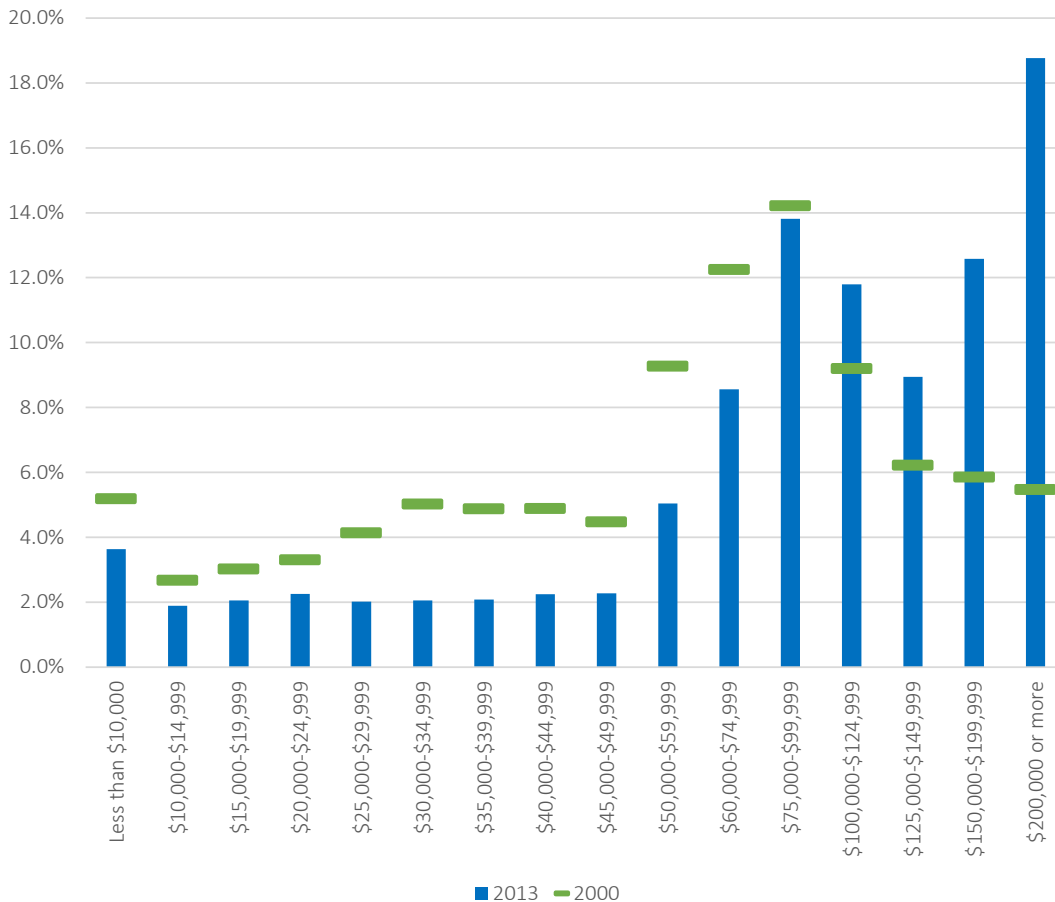


Other recent trends in Arlington's population and housing:

- The average household size for single family homes has increased since 2000. Single family owner-occupied housing increased by 0.3 persons per household, and single family renter-occupied housing increased by 0.6 persons per household. Household sizes for other housing types remained relatively stable.
- The fastest growing age cohorts between 2010 and 2013 were 35 to 44, Over 65, and Under 5.
- The estimated percentage of households with children under age 18 in 2013 was 20.5%. This percentage has remained relatively consistent since 2000 (19.3%).

<sup>3</sup> This issue has received significant media attention recently, including a Washington Post article (Sullivan, P. (2015, August 29). Millennials have transformed Arlington, but will they stay? The Washington Post. Retrieved from <http://www.washingtonpost.com>)

Figure 2-3: Arlington Household Income, 2000 - 2013



- 64% of Arlington’s housing supply is multi-family<sup>4</sup>, and 94% of the net new housing built over the last five years is also units in multi-family residential buildings.
- The County’s single family neighborhoods are changing, as older houses are torn down and replaced with new ones and existing houses are expanded through additions. These trends are significant as the majority of school enrollment growth since 2005 has been students living in single family detached housing.
- Real estate assessments for the average Arlington residence have also changed significantly, from \$202,770 in 2000 (about \$280,000 in 2015 dollars) to \$579,800 in 2015.
- Since 2000, the percentage of Arlington households with incomes over \$200,000 has increased significantly (see Figure 2-3). Note that the Consumer Price Index increased by approximately 35% between 2000 and 2013, meaning that \$100,000 in the year 2000 is equivalent to approximately \$135,000 in 2013 dollars.

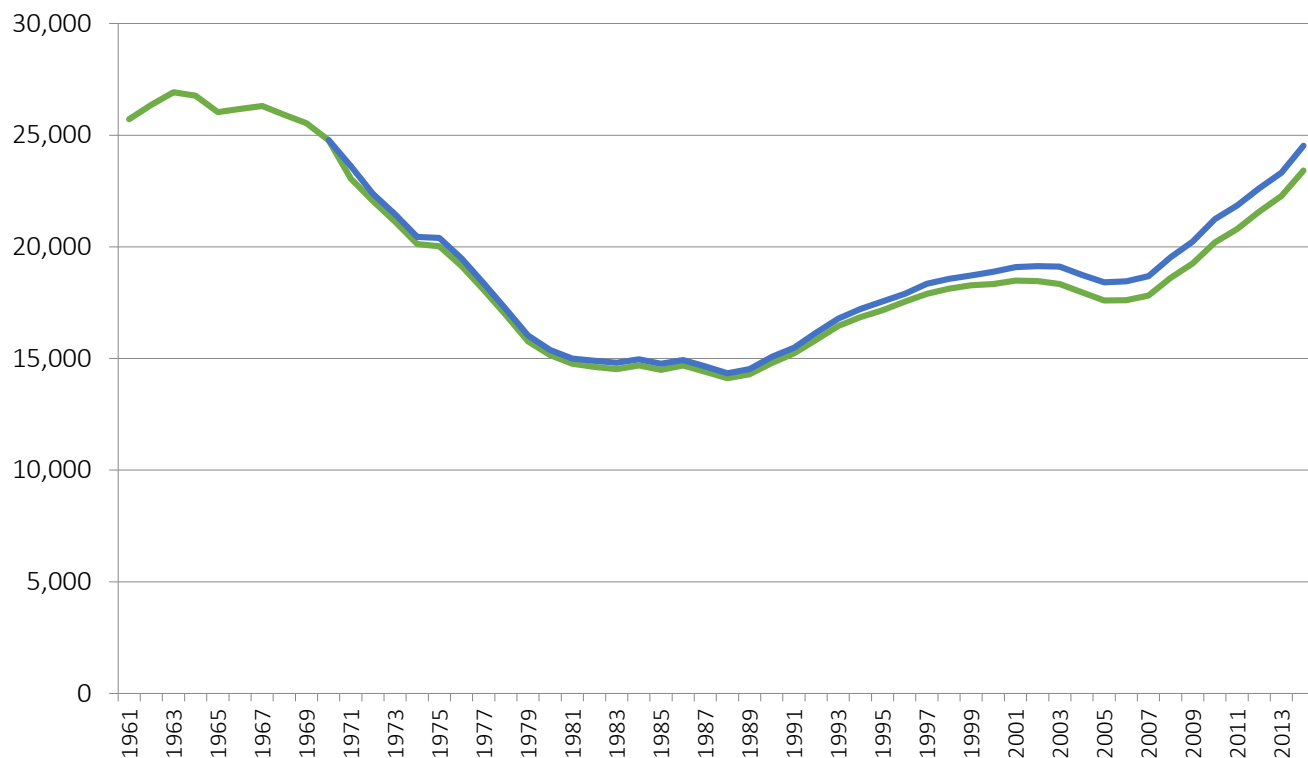
<sup>4</sup> Arlington County defines multi-family housing as a building with three or more housing units. Many residents of multi-family housing are actually one-person or other non-family households

### *Arlington's School Enrollment<sup>5</sup>*

Arlington Public Schools enrollment has seen major changes over the last 50 years. The timeline below addresses some major milestones in fall enrollment.

- In 1963 enrollment peaked with 26,927 students.
- From 1964-1967 enrollment remained above 26,000.
- In 1968 enrollment decreased and over the next 20 years, enrollment fell by an average of 3% each year.
- 1988 enrollment hit a low of 14,344 students.
- Over the next 14 years enrollment climbed steadily, growing on average by 2% each year, to a total of 19,140 in 2002.
- From 2003-2005 enrollment decreased by an average of 1% each year.
- In 2008, enrollment increased 850 over the previous year, an increase of 4.5%, starting a trend of unprecedented growth.
- From 2008 to 2015 enrollment increased by 5,704 students to a total of 25,238. Annual growth rates in enrollment ranged from 2.8% to 5.2% over this time period.

Figure 2-4: Historic Enrollment, 1961 - 2014



<sup>5</sup> Data and Statistics in this section come from the APS staff presentations at the March 11 and 25 and October 14, 2015, CFS Meetings.

Figure 2-5: Annual Change in APS Enrollment, 2001 - 2015

Year	Total Enrollment, PreK-12	% Change over Previous Year
September 2015	25,238	+2.9%
September 2014	24,529	+5.2%
September 2013	23,316	+3.1%
September 2012	22,613	+3.5%
September 2011	21,841	+2.8%
September 2010	21,241	+5.0%
September 2009	20,233	+3.6%
September 2008	19,534	+4.5%
September 2007	18,684	+1.3%
September 2006	18,451	+0.2%
September 2005	18,411	-1.8%
September 2004	18,744	-2.0%
September 2003	19,120	-0.1%
September 2002	19,140	+0.2%
September 2001	19,097	+1.1%

The decline in school enrollment starting in late 1960s resulted in consolidation and reorganization of a number of APS schools and programs. In 1975, APS closed Madison Elementary School, the first closure due to shrinking enrollment. In the following years, six more elementary schools and two junior high schools closed. Some of the closed schools were turned over to the County government (e.g., Madison, Fairlington). Some of the schools that closed due to shrinking enrollment, were reopened as schools when enrollment increased in the 1990s (e.g., Hoffman-Boston, Gunston).

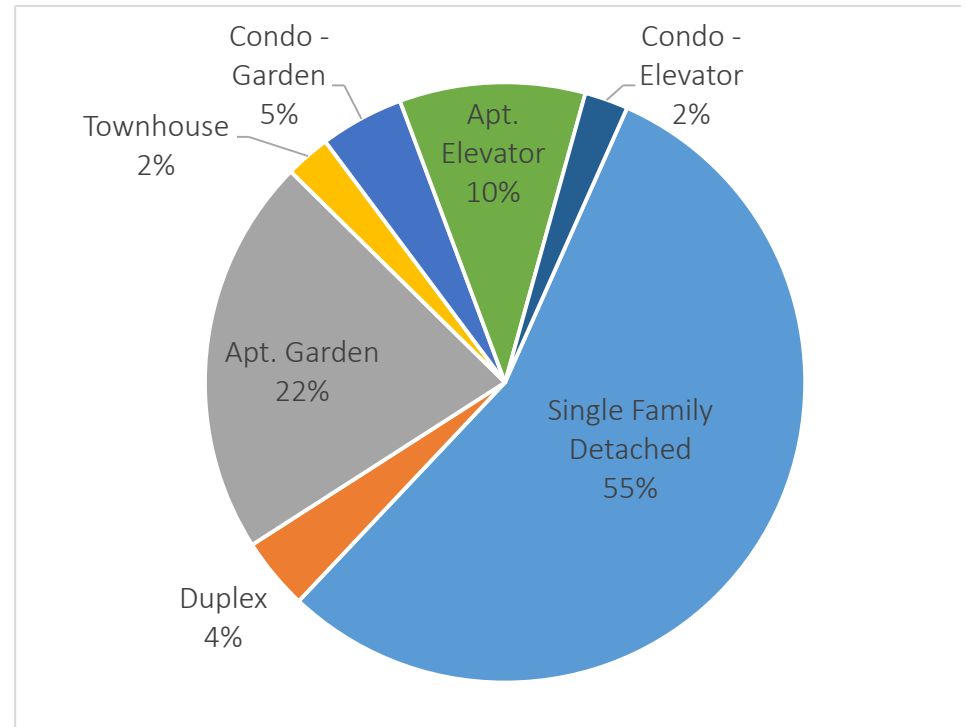
### *School Enrollment by Housing Type<sup>6</sup>*

In the 2013-14 school year, more than half of the 22,136 students enrolled in APS lived in single family homes. Twenty-two percent of students lived in garden apartments (walk-up apartment buildings), 10% lived in apartment buildings with elevators, 7% lived in condos (any type) and 6% lived in a duplex or a townhome.

As part of the projection process, APS computes a Student Generation Factor (SGF) to estimate the number of students that will be generated by future residential development approved by Arlington County. The SGF is a mathematical representation of the relationship between the number of students enrolled at APS on September 30th for a given year and the number of housing units in Arlington County. The SGF is calculated for

<sup>6</sup> Data and Statistics in this section come from the APS staff presentations at the March 11 and 25, 2015, CFS Meetings.

Figure 2-6: APS Enrollment by Housing Type, September 2013



different housing types (e.g., single family detached, townhouse, rental garden apartments). For the projection process, the SGF for each housing type is used to estimate the future student yield for housing units that are approved but not yet built. APS and the County are currently working with a consultant team to study the relationship between housing characteristics and school enrollment at a finer grain, such as how the number of bedrooms in a housing unit affects student generation. This work is described further in *Forecasts and Projections*.

In fall of 2013, the SGF for single family detached houses was 0.42. This means that for every 100 single family detached houses in Arlington, 42 students attended APS.

Over the past decade, student generation factors have increased for all housing types except duplexes and elevator condominiums. This increase is especially pronounced among single family detached housing, which accounted for 57% of student growth between 2005 and 2013 even though these houses were only 13% of the net housing growth over the same time period. However, because 94% of the net new housing built over the last five years is in multi-family units, staff will need to closely monitor future changes in the SGF for apartments and condominiums.

School enrollment is nearing levels last seen in the 1960s and is expected to grow by another 7,800 students over the next decade. The significant increases that started in 2008 have made it difficult for APS to increase capacity to keep pace with enrollment.

Figure 2-7: APS K-12 Student Generation Factors by Housing Type, 2005 and 2013

Housing Type	2005 APS Students	2005 County-wide Units	2005 SGF	2013 APS Students	2013 County-wide Units	2013 SGF	Change in Students, 2005 - 2013
Single Family Detached	9,807	27,422	0.36	12,256	28,909	0.42	2,449
Duplex	1,015	2,242	0.45	859	2,261	0.38	-156
Townhouse	348	3,639	0.10	537	4,063	0.13	189
Total Single Family	11,170	33,303	0.34	13,652	35,233	0.39	2,482
Apartment – Garden	4,123	16,745	0.25	4,751	16,236	0.29	628
Condo – Garden	632	9,465	0.07	1,000	11,134	0.09	368
Apartment – Elevator	1,507	24,743	0.06	2,212	28,024	0.08	705
Condo – Elevator	427	10,748	0.04	521	15,690	0.03	94
Total Multi-Family	6,689	61,701	0.11	8,484	71,084	0.12	1,795

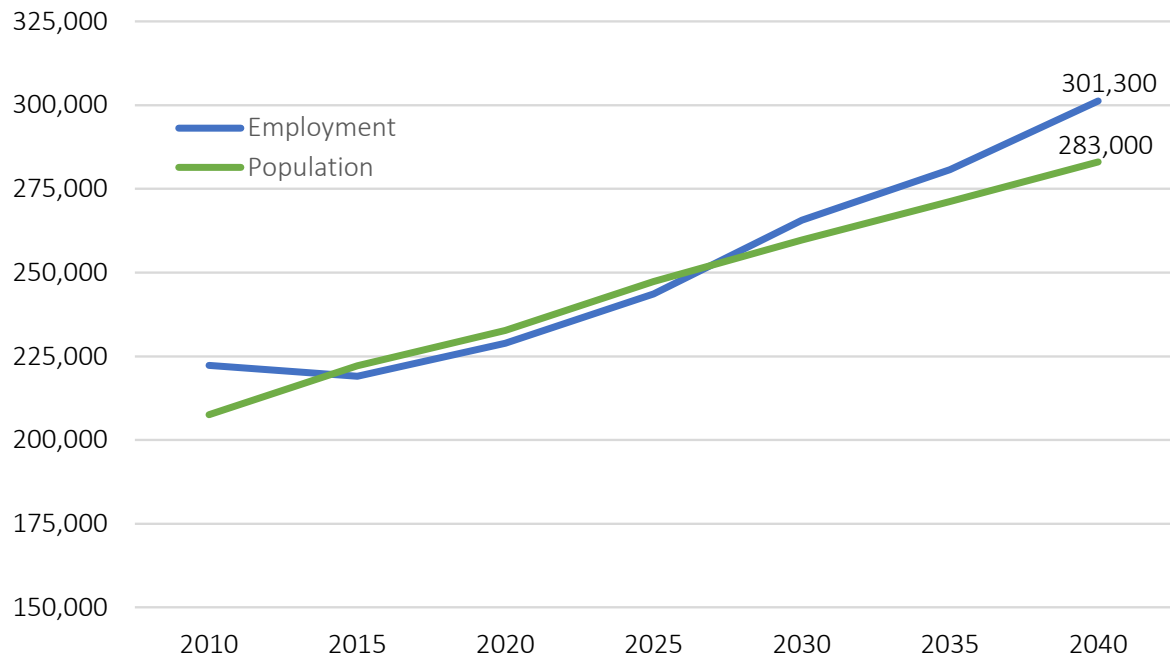
## Forecasts and Projections<sup>7</sup>

The terms *forecast* and *projection* are both calculations of future conditions with one important distinction. A projection applies statistical techniques to extrapolate current trends. A forecast is a projection that accounts for policy decisions. Arlington’s predicted school enrollment numbers are projections because they use current enrollment and recent trends to determine future enrollment. Arlington’s predicted population and employment numbers are forecasts because projections based on current data and trends are modified to account for the County’s General Land Use Plan, an adopted policy document that guides decisions on future growth.

Arlington County produces 30 year forecasts of population, households, housing units, and employment. The County forecasts future development based on the County’s plans and policies. Factors, such as average people per household, are applied to future development to forecast population, housing units, households, and employment. These forecasts are provided to the Metropolitan Washington Council of Governments and are required by the Clean Air Act. The primary purpose of the County’s forecasts is to provide inputs for regional transportation modeling, but they are also used by the

<sup>7</sup> Forecasts and projections in this section come from the County and APS staff presentations at the March 11, 2015, CFS Meeting.

Figure 2-8: Arlington Population and Employment Forecasts (MWCOC Round 8.4)

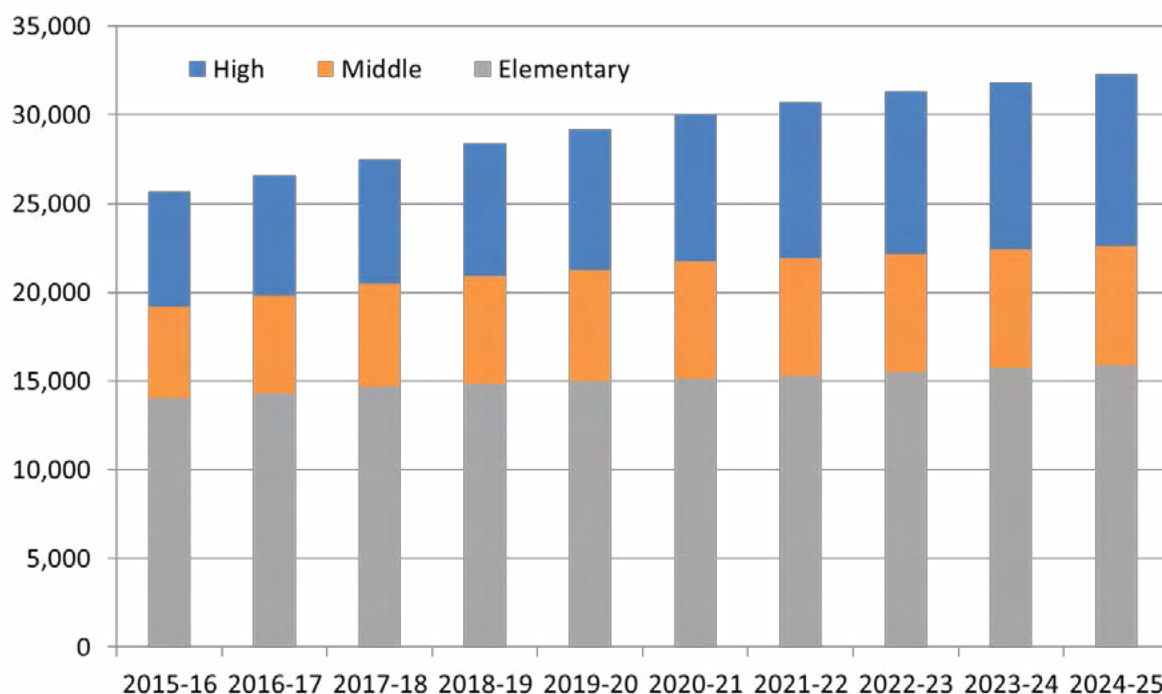


public and private sectors for a variety of activities, including planning for public facilities. The forecasts are updated on an annual basis to incorporate major land use plans approved by the County Board. Figure 2-8 shows the County's most recent population and employment forecasts, to the year 2040.

Arlington Public Schools produce 10 year projections of student enrollment. It uses a grade progression ratio method, which is the methodology used by most school districts in the United States. Grade progression ratio projects the future student population as current students advance from one grade to the next. Schools' projections are used to generate budget costs, determine staffing levels, and predict future school facility needs. The projections are updated twice per year. Figure 2-9 shows Schools' student enrollment projections through the 2024-2025 school year.

At the initial Community Facilities Study meetings, Study Committee and Resident Forum members expressed concern that the County and Schools are using different projection and forecast numbers for their planning efforts. This is partly true because the County and Schools are projecting and forecasting different things for different purposes. The County forecasts future development and the total County population. Schools project a subset of the total population, children attending public schools. However, the County and Schools do use the same housing development data as part of their methodology. Figure 2-10 details the inputs used by the County and Schools to generate their unique forecast and projection outputs.

Figure 2-9: APS 10 Year Student Enrollment Projections, Fall 2014



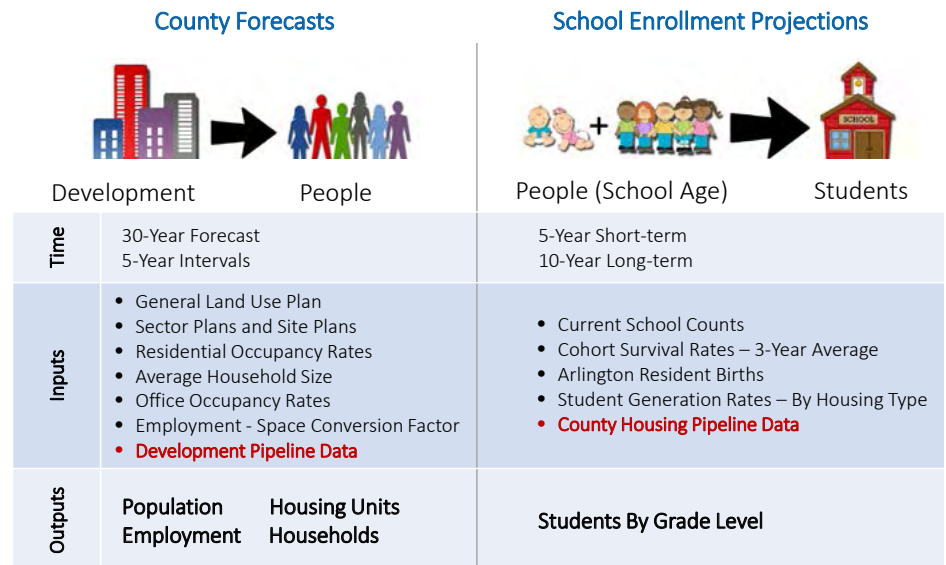
The significant growth in school enrollment in recent years, combined with projections that the pace of growth will continue over the next decade, led to concerns within the community about the accuracy of the County's and Schools' forecasts and projections. The County and Schools brought in a team of consultants, Statistical Forecasting and RLS Demographics, to review and evaluate the County's and Schools' methodologies. The consultants concluded that the forecast and projection methodologies<sup>8</sup> employed by the County and Schools are valid and appropriate for Arlington. The consultants also determined that two different datasets and methodologies are necessary to meet different purposes.

While the consultants validated the forecast and projection methodologies, they recommended steps that could be taken to further improve accuracy, including the following:

- Developing annual reports and improving the web site (Schools) and comprehensively documenting the forecast methodology (County)
- Refining school enrollment projections by analyzing housing data such as unit type, number of bedrooms, and length of homeownership (County)

8 Statistical Forecasting LLC and RLS Demographics Inc. (2015). A Review of Projection Methodologies for the Arlington County Government and Arlington Public Schools. Retrieved from <http://www.arlingtonva.us/>

Figure 2-10: Summary of County Forecast and APS Projection Inputs and Outputs



- Monitoring emerging trends in multi-family housing and potential changes in student generation rates (Schools)
- Supplementing the County’s forecasts with a cohort-component and demographic analysis, which could help predict future births and students by focusing on the County’s population of women of child-bearing age and fertility rates (County)

The County and Schools generally agreed with the consultants’ recommendations and are in the process of implementing the short term recommendations, such as improving transparency and accessibility of information. This in-progress or completed work is described in Appendix 2. For the longer term recommendations, the County and Schools are entering a second phase of work with the consultants that will test out proposed refinements to the methodologies. That work is expected to wrap up after the Community Facilities Study is complete. The results of this second phase will be shared with the County Board, School Board, and the public.



## Facility Inventory and Projected Needs

The Committee was charged with identifying Arlington's key facility assets (an inventory of existing County and School assets) and future needs in the next 5, 10, and 20 years based on demographic trends.

For the purposes of this report, a community facility is defined as land, buildings or infrastructure that is or will be owned, operated or leased by Arlington County or Arlington Public Schools, or that is otherwise developed or managed by them in partnership with a private or non-profit entity, to provide community services and/or to support a specific County or School function. Community facilities support a wide range of services and functions which usually fall into one or more of the following general areas:

- Administration
- Human Services
- Libraries
- Operations and Storage
- Parking
- Parks, Recreation, and Cultural
- Public Safety
- Schools and Education
- Transportation
- Utilities and Stormwater

The Study Group Committee felt it was important to define “community facilities” to provide boundaries for the needs assessment and facility prioritization efforts. As suggested in the definition, the County and Schools have, at times, partnered with private entities to develop facilities or programs that provide a public benefit. An example of this practice is the Kettler Capitals Iceplex in Ballston, which was developed as a public-private partnership with shared facilities.

The Committee recognizes that public facilities are also provided by the Federal and State governments as well as interjurisdictional organizations such as the Northern Virginia Regional Park Authority (NVRPA) and the Washington Metropolitan Area Transit Authority (Metro). Private and non-profit organizations in Arlington also provide essential services to the public, such as health care, but these privately-operated facilities are not considered part of the Community Facilities Study.

## Facility Inventory Overview

Arlington's public facilities reflect every stage of the community's growth. Several boundary stones mark the borders surveyed for the national Capital's original 10-mile-square. Major streets follow 18th century pathways and routes carved during the Civil War. Older neighborhoods still use water and sewer pipes from the first rounds of suburban residential development before and during World War II. In the past half-century an array of facilities – schools, fire stations, community centers, transit facilities, waste treatment plants, playgrounds and stream valley parks – have accrued to meet the needs of our increasingly dense, diverse community with its transit-oriented, high-rise redevelopment corridors.

While building new facilities to expand capacity and respond to changing needs, the County and Schools have also built additions and invested in major and minor renovations to stretch the useful life of many buildings. In recent years the County Board has put more priority on renovations and major maintenance of County facilities, while the School Board has made major investments in new construction to serve the growing student population. See below for discussion of facility projects currently included in the County and APS Capital Improvement Plans.

Appendix 3 provides an inventory of facilities operated by the County and/or Schools. Most facilities are owned by either the County or Schools, which maintain separate real estate holdings. Some facilities are leased. In some instances, multiple facilities are located on the same property or building, such as the Thomas Jefferson Middle School and Community Center or the Aurora Hills Branch Library and Community Center. The public facilities are generally distributed as follows:

### *Arlington County Facilities*

- 8 libraries
- 24 recreation/cultural centers
- 13 human services facilities
- 10 fire stations
- 4 administrative offices and/or complexes
- 23 facilities for County operations and 20 facilities for County storage
- 8 parking garages
- Over 100 County parks (see Public Open Space for further discussion)
- Approximately 1,000 lane miles of roadways and associated streetlights, traffic signals, and parking meters
- Sidewalks
- Bicycle facilities (lanes, cycle tracks, parking, Capital Bikeshare stations)
- Transit facilities, including 244 bus shelters



*Glencarlyn Branch Library Community Garden*



*Arlington Mill Community Center*



*Fire Station #3: Cherrydale/Military Road*



Nottingham Elementary School

- Utilities including water mains, sanitary sewers, storm sewers, fire hydrants, stormwater management facilities, and the ConnectArlington fiber-optic network

### *Arlington Public Schools Facilities*

- 23 elementary schools
- 5 middle schools
- 3 high schools
- 4 facilities that house one or more instructional programs: H-B Woodlawn/Stratford, Reed, Career Center, Langston
- Other facilities: Education Center, Planetarium, Facilities Warehouse, Outdoor Lab, Syphax Education Center, and the Marshall Building



Arlington Mill Community Center interior

Facilities frequented by the public are distributed around the County, making them mostly convenient destinations within neighborhoods. Most of these facilities, built at a time when land was more readily available in the County, are single purpose, providing a discreet core function. Although Thomas Jefferson is an early example of a joint facility, the County and Schools have explored joint use facilities more regularly in the past few years. Joint use partnerships have occurred between the County and Schools among different County departments or with private entities to gain more land and operational efficiencies. The Westover-Reed library and school; the Shirlington Library and Signature Theater; and the Arlington Mill Community Center are examples of facilities that use public land creatively and offer multiple uses. The Arlington Mill Residences is a project built by a non-profit entity through a long term lease of public land, with features such as underground parking shared with the County. Virtually all schools are shared use facilities, with the community having access to and use of fields and school rooms in the evenings and on weekends.

In addition to the facilities that are most obvious to the general public, substantial infrastructure investments and a core set of facilities – those supporting the County's and Schools' "back of house" needs – are required to operate the public facilities as well as sustain the needs of residents, employees, and visitors in Arlington on a daily basis. The water pollution control plant, the street maintenance fleet storage and maintenance yards, bus storage, transit facilities and bus shelters, and police and fire training facilities, among others, are examples of these facilities which typically go unnoticed while the County delivers service every day including clean drinking water, waste water treatment, reliable transit service, well-lit and navigable streets, refuse and recycling collection, school bus transportation, and public safety and emergency services. These facilities have storage and maintenance needs that are land-intensive, and often the operations can require activity day and night, involve noisy machinery, and visibly expose storage sheds, heavy equipment, and construction and building stockpiles.

All communities have these needs. Arlington is no different. However, with limited total land area and very little vacant land, expanding these back-of-house facilities to keep pace with a growing population has become increasingly difficult.

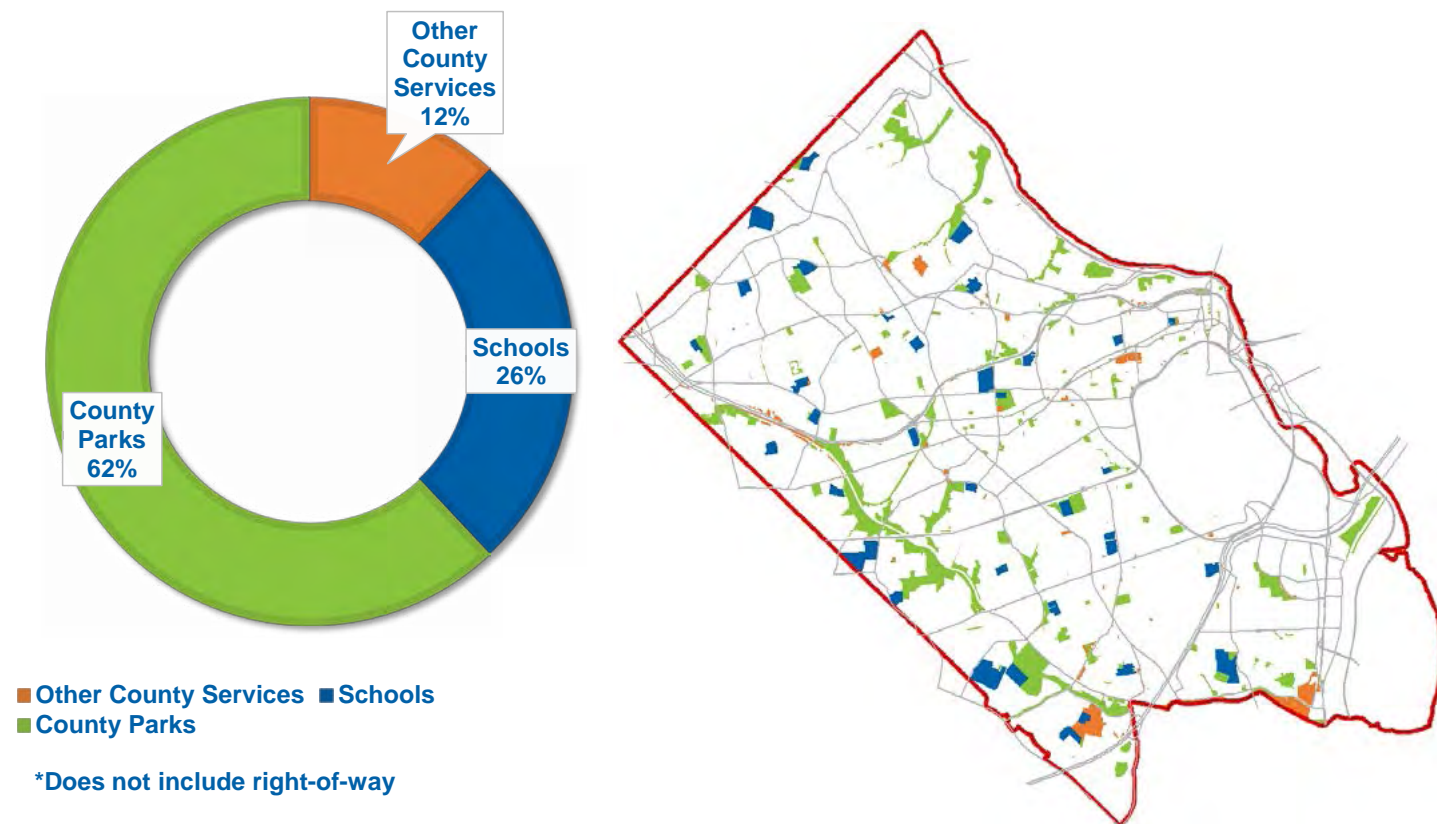
## Land

Arlington County occupies approximately 26 square miles, making it one of the smallest counties in the nation. That land is divided as:

- 14.4 square miles in private ownership;
- 6.0 square miles in public rights-of-way;
- 3.5 square miles owned by other governmental entities; and
- only 2.2 square miles of County and School owned land.

Of the 2.2 square miles, approximately 62 percent is occupied with County parks, 26 percent occupied by Schools, and 12 percent occupied by other County services, such as fire stations, libraries, and the back-of-house facilities at the Trades Center complex.

Figure 2-11: Land Owned by County Board or School Board





Doctors Run Park



## Public Open Space

The public open space system in the County is extensive with a mix of parks for fields and sport activities, urban plazas, playgrounds, water spray parks, seating areas, parks for dogs, natural environments, resource protection areas, and a host of fitness, learning, recreational and cultural resources within community centers, including gymnasiums, classrooms, senior activity areas, and game rooms. As one of 11 elements of the County's Comprehensive Plan, the Public Spaces Master Plan guides the vision and policies for the open space system.

Today, there are over 2,200 acres of parkland in the County. The County owns over 900 acres of parkland; NVRPA owns approximately 150 acres; and the most extensive area, over 1,150 acres, is controlled by the Federal government. This publicly-owned parkland is augmented by private land that is covered by public access or conservation easements. The County's parkland currently includes a combination of natural resource areas, (approximately 130 acres that help the County meet its storm water and air pollution control requirements), Resource Protection Areas (approximately 245 acres of environmentally sensitive land adjacent to streams and other water bodies), and 141 parks of varying sizes, conditions and amenities for low- to high-intensity community use. Over 19,000 street trees are planted along the County's public rights-of-way, and the tree canopy covers approximately 40% of the County's land. (For a more detailed breakdown of the park and natural resources facilities, see Appendix 3 and presentation made to the Committee on April 22, 2015).

The Department of Parks and Recreation (DPR) manages the County's open space system and implements improvements to facilities through master planning processes that include community input. These master plans seek to maximize the public's use and enjoyment of County parks for both active recreation use and passive activities in natural habitats. The County also acquires private property to add to the open space supply, although funding available for land acquisition has decreased from an average of \$8 million per cycle between 1996 and 2008 to an average \$2.6 million per cycle since 2009. The majority of these acquisitions are small (less than 1 acre in size) expansions to existing parks or natural areas. Private development also provides new parks and improvements to existing parks through the site plan process. An example of a major parkland acquisition over the last 15 years is Long Bridge Park, a 30-acre sports and recreation destination at the northern end of Crystal City.

While Arlington's supply of open space is extensive, many parks are heavily used and often reserved by organized groups and leagues, reducing opportunities for drop-in enjoyment by the broader community. Recent data has shown an 11 percent increase in facility reservations from FY 2013 to FY 2014. Class registrations were up 34 percent and youth sports were up 33 percent between FY 2011 and FY 2014. DPR continually assesses park conditions and usage, as well as collects user demands through routine

community surveys, in order to improve facilities and programming as well as expand access for the broader community.

The programming and operation units of DPR have taken steps to keep pace with increased demand through use of multi-purpose fields, synthetic fields and lighting to extend hours and reduce maintenance, and sharing spaces with private schools. In some cases special requests for field use have been declined and program registrations have been limited. Capacity has also been increased to meet the demands through collaborative agreements between the County and Schools. The County and Schools have five joint use facilities (i.e., combined school and community centers such as Gunston Middle School/Community Center) and additional shared use facilities (i.e., fields on school properties for after-hour community use) that expand the community's use of open space and similarly fulfill the students' needs for sports teams, recess, physical activity classes, and scholastic teams.

Although there are success stories from sharing facility resources, the open space system has been pressured by recent and forecasted population growth. As a result, the needs, future planning and land acquisition for parks, open space, and cultural and recreational facilities are among the primary discussion topics raised by community members in all civic engagement arenas. The Community Facilities Study Committee noted the changing demographic profile and reiterated the need for more concerted effort to strategically plan for open space acquisition (see Chapter 3 for more information). The Committee recognized that these issues would be examined in more detail as part of the process to update the Public Spaces Master Plan (PSMP). That effort, it is expected to explore considerations and/or metrics that can be used in the future to plan for and acquire land and other recreation resources to meet the growing community's open space needs.



*Clearing snow at Wilson Boulevard and N. Oakland Street, December 2009*

## Projected Facility Needs

### ***Planned and Projected County Facilities***

The County's Capital Improvement Plan (CIP) for fiscal years 2015 to 2024, a document which outlines immediate and emerging capital projects and funding needs and priorities, includes three major renovation projects, two new facilities and a myriad of public space improvement projects:

- Replacement and expansion of the salt storage facility along 26th Street North;
- Replacement of the Lubber Run Community Facility, originally built in 1956, with a new, improved and larger facility;
- Expansion of employee parking in the Trades Center complex.
- Construction of a new fire station #8 to serve the northern part of the County;



ART Bus

- Construction of a new Arlington Transit (ART) bus maintenance and storage facility to meet some of the existing supply and routes;
- Parks Maintenance Capital Program;
- Master planning processes for Jennie Dean Park, Four Mile Run Near-Stream Improvements, Long Bridge Park, Mosaic Park, Quincy Park, Tyrol Hills Park, and parks in Crystal City and Ballston-Virginia Square; and
- Installation of new synthetic turf fields and scheduled replacement of existing fields.

Looking ahead as the planning process begins for the biennial CIP update (FY 2017 – 2026), the County expects to prioritize additional transportation facilities, fire stations, storage areas, and additional improvements for core infrastructure facilities in order to meet the forecasted population and employment growth, the County's goals for high-performing and expanding transit service, and the demand for document archival and storage needs. It is anticipated that the following facilities will be needed in the near future and could require thirteen to eighteen acres of land:



- Additional ART buses, as the County expands this service and takes over routes currently operated by WMATA; and associated storage and maintenance facilities to meet the expected 50% growth by 2020;
- Transit parking and maintenance facilities for the transit service ultimately selected for the Crystal City and Columbia Pike corridors;
- One new fire station and three relocated facilities to ensure that all neighborhoods meet the emergency response time levels; and
- Increased storage for a multitude of County operations, particularly for police services and capacity in the Trades Center complex.



Discovery Elementary School

### *Planned and Projected School Facilities*

As noted in this report's section on Demographic Forecasts and Projections, APS' enrollment increased by nearly 5,000 students between 2008 and 2014. Enrollment is projected to increase by an additional 7,800 students through 2024. The Schools' adopted CIP (FY 2015 – 2024) includes the following construction or renovation projects that will add seats for students:

- Construction of Discovery Elementary School (630 seats) (completed and opened September 2015)
- Interior renovations at Washington-Lee High School to expand student capacity (300 seats) (expected completion Fall 2015)
- Building renovation and additions (241 seats expansion) at McKinley Elementary School (expected completion September 2016)
- Building renovation and additions (136 seats expansion) at Abingdon Elementary School (expected completion September 2017)
- Building renovation and addition at Stratford Middle School (1,000

seats) (expected completion September 2019)

- Construction of Wilson School for H-B Woodlawn and Stratford programs (775 seats) (expected completion September 2019)
- A new elementary school in the southern part of Arlington (see *South Arlington Working Group* in Chapter 1)

Even with the expected completion of the CIP projects listed above, APS is projecting enrollments that exceed school capacity. The inventory of schools in Appendix 3 compares projected capacity and enrollment for the year 2019. The recently adopted Arlington Facilities and Student Accommodation Plan (AFSAP) identifies additional school and supporting service needs to meet this growing demand. Planning discussions have started or will start soon on the following projects:

- A new elementary school in the southern part of Arlington (see *South Arlington Working Group* in Chapter 1)
- Interior renovations at other secondary schools to gain additional capacity
- Conversion of the Career Center school to a capacity generating high school, one that provides comprehensive learning
- Placement of relocatables (temporary classrooms on school campuses) to fill short-term needs
- Additional capacity for bus parking and associated staff parking

### *Long-Term Needs*

Beyond these identified needs, the Committee recommends that a strategic planning framework be established that would institutionalize a process for identifying future public facility needs and responding to changing demographic and economic conditions. In addition, as the Public Spaces Master Plan update process gets underway, it is expected that additional open space needs will be identified which will have to be prioritized with other County public facility projects. See Chapter 3 for more discussion.

# Revenues and Capital Funding

## Revenue Overview

The two Boards tasked the Committee with examining future revenue projections based on an analysis of trends in commercial and residential real estate values as well as best estimates of other taxes, fines, fees, and Federal and State aid. Before looking into the future, the Committee gained a basic understanding of the current revenue situation.

At a macro level, Arlington's financial practices facilitate service delivery and provide taxpayer benefits. These financial practices are set in policies adopted by the County Board and include maintaining the triple-AAA credit rating, fully funding pension and retiree benefits, managing debt at a moderate level, and maintaining strong reserve levels.

Arlington's proximity to the nation's capital, balanced economy, smart growth planning, and highly educated workforce help produce Arlington's growth in revenues. Northern Virginia's and Arlington's strong employment and solid real estate market are the foundation for steady incremental growth in the County's major revenue streams. While legal and policy limitations impact taxing capacity, Arlington has implemented all but one tax – admissions tax – that the County has the authority for. This creates a diverse tax base.

Within the largest revenue source – real estate property taxes – Arlington's unique balance between residential and commercial assessments provides fiscal and service delivery benefits. Recent increases in commercial vacancy rates have resulted in small shifts in the tax burden. A continuation or worsening of this trend could impact residential tax bills or force the County to make decisions on decreasing services. Therefore, it is critical that Arlington continue its efforts to support economic development and the strengthening of the commercial base.

### *Best Practices in Financial Management*

The County's financial and debt management policies guide the County's capital investments, debt issuance and long-term financial management. The policies are generally based on bond rating agency guidance and criteria for highly rated jurisdictions and best practices in local government finance. Significant factors in achieving stability and growth, Arlington's sound financial practices include:

- Triple-AAA bond ratings
  - Arlington is one of approximately 39 counties in the United States to be awarded a triple Aaa/AAA/AAA credit rating. In May 2015, the three primary rating agencies all reaffirmed this highest credit rating attainable for jurisdictions. Ratings issued by Fitch, Inc.

(AAA), Moody's Investors Service (Aaa), and Standard & Poor's (AAA) validate that Arlington's financial position is outstanding, and it reflects the strong debt position, stable tax base, and sound financial position.

- Maintaining this highest level of credit rating ensures that Arlington's debt costs remain at the lowest possible level. This in turn makes funding available for other uses.

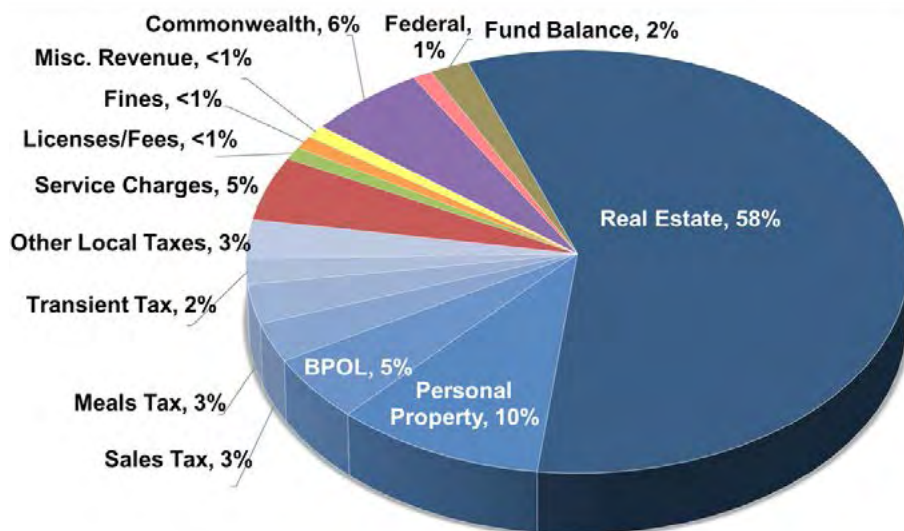
#### Strong reserve levels

- Operating Reserve: This reserve is set at no less than five percent of the General Fund budget. Appropriations from the Operating Reserve may only be made by a vote of the County Board to meet a critical, unpredictable financial need. Any draw on the operating reserve will be replenished within the subsequent three fiscal years.
- Self-insurance Reserve: This reserve is equivalent to approximately one to two months' claim payments based on a five-year rolling average.
- Economic & Revenue Stabilization Contingent: This contingent can address revenue declines and local or regional economic stress. Contingent monies will only be used at the recommendation of the County Manager with approval by the County Board. The minimum amount of the contingent will be \$3 million and will be revisited annually as part of the budget process. Any draw on the economic & revenue stabilization contingent will be replenished within the subsequent two fiscal years.
- General Fund General Contingent: This contingent is to be used to cover unforeseen expense items or new projects initiated after a fiscal year has begun. Funding may be allocated from this contingent only with County Board approval.
- Fully funded pension
  - By policy, the County fully funds its pension using an actuarially accepted method of funding.
- Funding plans in place for retiree healthcare
  - By policy, the County fully funds retiree healthcare using an actuarially accepted method of funding.
- Moderate debt limits & reinvestment in infrastructure
  - The County uses debt instruments, including general obligation bonds, revenue bonds, industrial development authority (IDA) revenue bonds, and master lease financing in order to provide re-investment in public infrastructure and to meet other public purposes, including inter-generational tax equity in capital investment. More information on these funding sources is provided in Appendix 4.
  - The County adheres to the debt affordability criteria adopted by the County Board, which maintains moderate debt levels.

Adhering to these best practices in financial management, together with the diversification of revenue, creates stability and allows Arlington to maintain a high level of infrastructure investments and operating service delivery. Even during difficult economic times when many other jurisdictions are struggling, the County does not have to divert resources from service delivery to maintain a solid foundation – including a fully funded pension and maintenance of and investment in the infrastructure. Thus, the County has been able to maintain high levels of service delivery and meet County and Schools policies including:

- The average APS class size (students per classroom teacher) during the 2014-15 school year was lower than the average of 8 neighboring districts in the Washington DC area (WABE, 2015):
  - Elementary classrooms averaged 19.6 students compared to 20.6
  - Middle school classrooms averaged 20.1 students compared to 24.7
  - High school classrooms averaged 19.6 students compared to 25.6
- Streets maintained by the County instead of the State resulting in higher levels of service including bike infrastructure;
- Metro and ART service;
- Commitment to affordable housing and human services support;
- Robust library and community center services; and
- Water/sewer improvements to enhance environmental quality.

Figure 2-12: FY 2016 General Fund Revenue Sources



### Diversity in Revenue Sources

General Fund revenues for FY 2016 are forecast to be \$1.16 billion. Total tax revenues are expected to be \$970.5 million. Non-tax revenues include licenses, permits, fees, charges for services, and federal and state aid. The County's single largest revenue source is real estate taxes, generating \$667.8 million and making up 58% of total revenue in the FY 2016 adopted budget. Real estate taxes are based on annual assessments of residential (single family, townhouses, and condominiums) and commercial (office, retail, apartments, and hotels) properties, multiplied by one of the lowest tax rates in the region at \$0.983 per \$100 in assessed value plus a \$0.013 per \$100 stormwater tax.

Within the real estate revenue, the split between commercial and residential property assessments has historically been about 50/50. This unique balance is one of the most compelling and unique aspects of Arlington's financial structure, and provides fiscal and service delivery benefits. In the Northern Virginia region, only Alexandria is somewhat close to this split with 57% residential; other jurisdictions' residential assessments make up at least 70% of total assessments. Alexandria, like Arlington, has a significant portion of its tax base made up of office development and rental apartments, which both contribute to the commercial assessments, unlike the neighboring jurisdictions with primarily single-family residential neighborhoods.

From an historical perspective, this balance of land uses in Arlington was developed intentionally and has been maintained over several decades.

Figure 2-13: FY 2016 Local Tax Sources

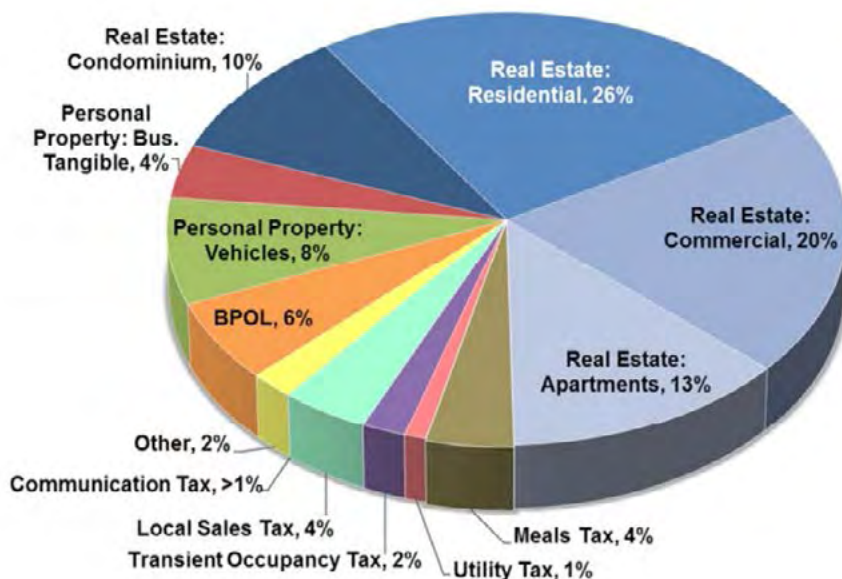
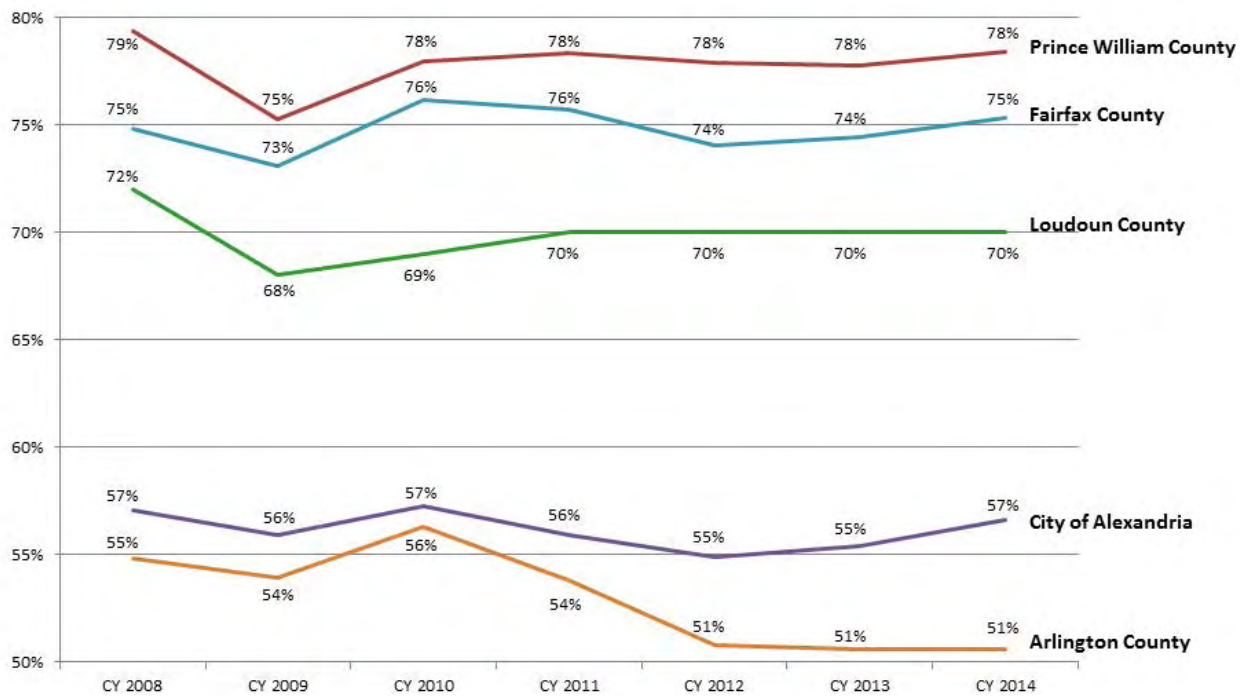


Figure 2-14: Residential Portion of Total Tax Base for Northern Virginia Jurisdictions, 2008-2014



The decision to run Metro through the Rosslyn-Ballston and Jefferson-Davis corridors and the planned land use patterns along these transit corridors have helped to diversify the tax base while preserving low density neighborhoods outside the corridors.

The success of the 50/50 split has a direct impact by easing the tax burden on the residential homeowner – particularly when compared to the Northern Virginia neighboring jurisdictions – and impacts the services that Arlington provides. Arlington’s residential tax base is composed of all ownership units with single family houses, townhouses, and condos. The commercial tax base includes office, apartment, hotel, and general commercial (primarily retail) uses. Figure 2-15 breaks down the current tax base by its different residential and commercial components.

Recent office vacancy trends have resulted in small shifts within the commercial category; the current office vacancy rate of 20.8% is twice the norm. The office portion of total assessments has slowly decreased while strength in the apartment sector has increased its share of the total. Figure 2-16 shows how the apartment portion of total assessments increased from 14% in CY 2001 to 21% in CY 2015 while other commercial (office, hotel and retail) has decreased from 37% to 28% of total assessments over the same time period.

Figure 2-15: CY 2015 Real Estate Assessments by Category

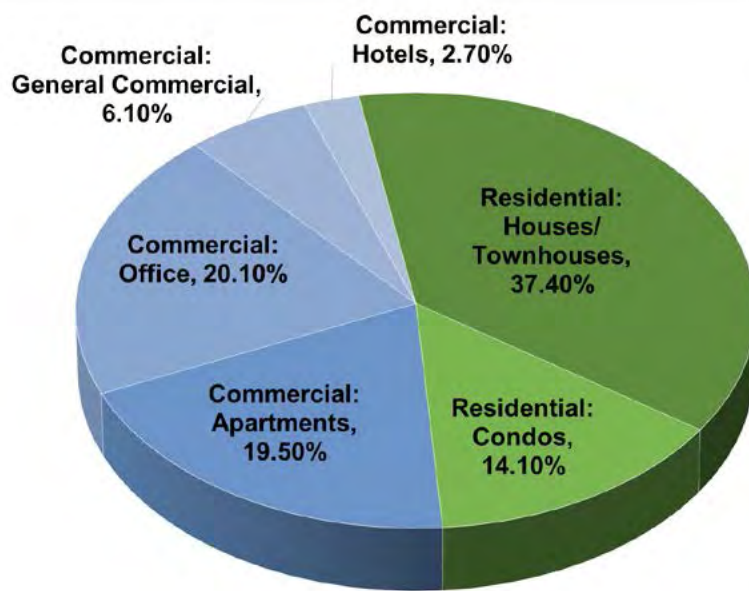


Figure 2-16: Breakdown of Commercial Assessments, 2001-2015

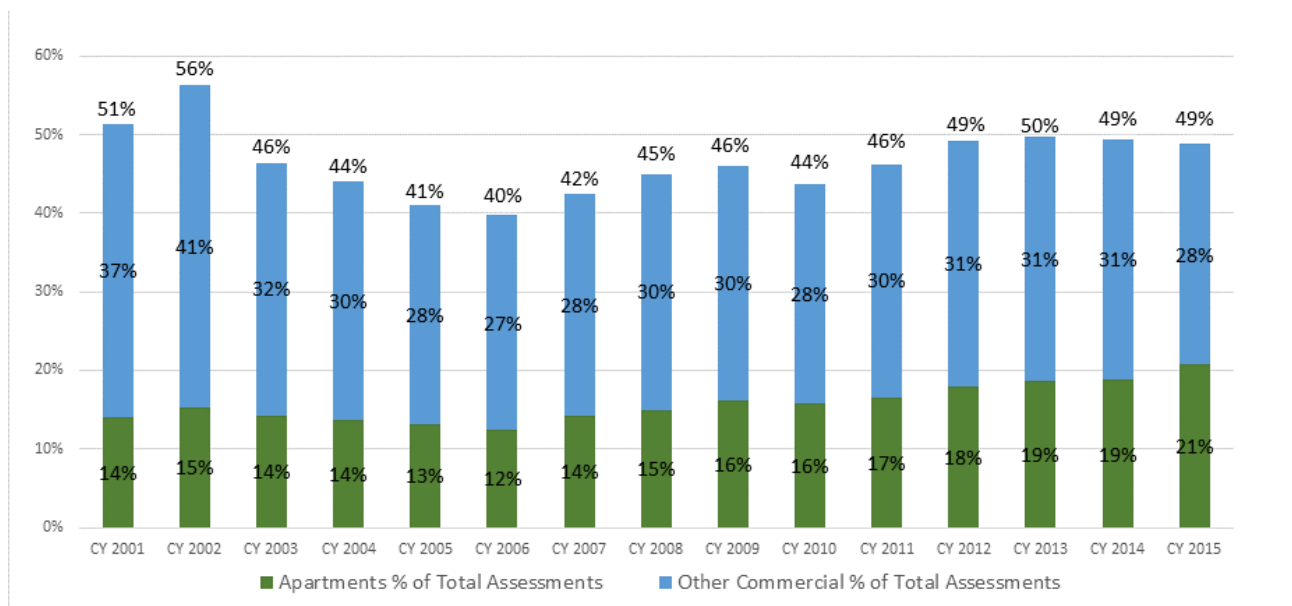


Figure 2-17: Countywide Office Vacancy Rate, 2011-2015

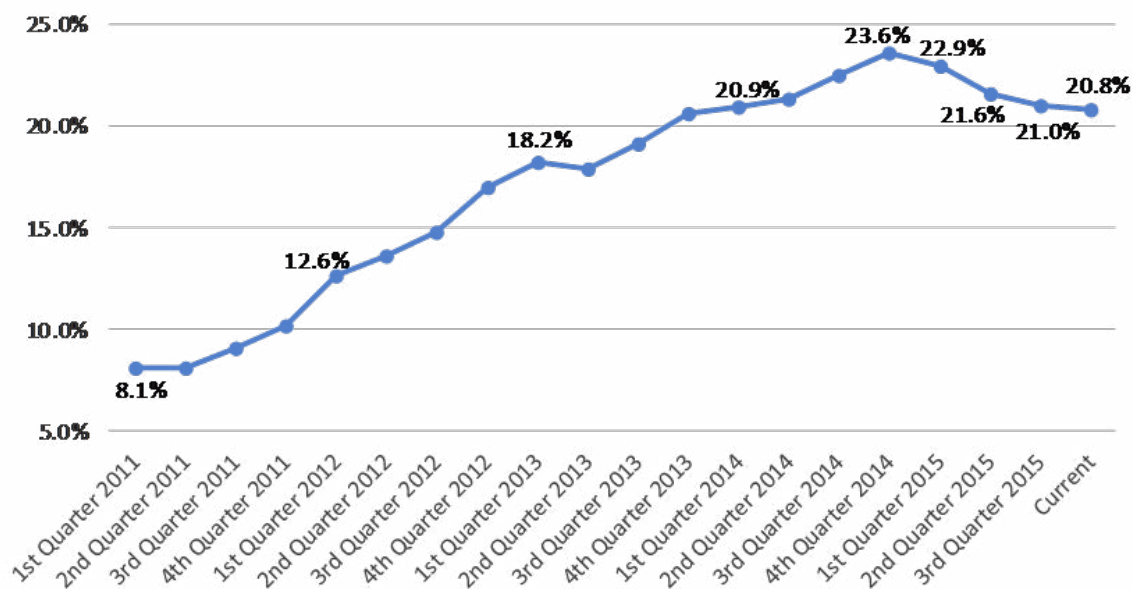


Figure 2-17 shows the significant increase in the office vacancy rate since 2011. A continuation or worsening of this trend could impact residential tax bills or force the County to make decisions on decreasing services.

The impact of these vacancy trends is clear when one considers that each 1% improvement in the vacancy rate will add approximately \$3.4 million in tax revenue annually.

New office development in the County contributes higher tax revenues on a per square foot basis than apartments or residential uses. It also brings daytime workers to Arlington who support other commercial development (e.g., restaurants, retail), requires fewer County services than Arlington residents, and helps to pay for and balance the demand on the transportation infrastructure. A typical 300,000 square foot office building adds approximately \$3.0 million in annual taxes. A new rental apartment building with 200 units would generate less tax revenue - approximately \$1.0 million in annual taxes - with greater demands on County services more including additional pressures on schools, public space, and transportation.

Therefore, it is critical that Arlington continues its efforts to support economic development and the retention of the office portion of the commercial base in the face of challenges including a shrinking federal presence, a shift in the way businesses use office space, and growing competitiveness in the region.

Figure 2-18: Annual Tax Revenues from Typical Office and Apartment Buildings

300,000 square foot Commercial Office Building <b>\$3.0 million impact</b>	Real Estate Taxes: \$1.4 million
	BPOL & Business Tangibles: \$1.4 million
	Meals, Sales, and Transient Occupancy Taxes: \$220,000
200 unit Apartment Building: <b>\$1.0 million impact</b>	Real Estate Taxes: \$800,000
	Personal Property Taxes: \$170,000
	Meals, Sales and Transient Occupancy Taxes: \$50,000

In addition to real estate taxes, other major tax sources in Arlington include the following:

- Personal Property Tax: Levied on tangible property of individuals (vehicles) and businesses (machines, furniture, equipment, fixtures, & tools);
- Business, Professional, Occupational License Tax: business tax levied self-reported gross receipts at rates based on the type of business; and
- Sales: local 6% tax on non-food sales;
- Meals: 4% tax on levied on prepared foods and restaurant meals; and
- Transient Occupancy Tax: 5% local tax is levied by Arlington on the amount paid for hotel and motel rooms.

While other jurisdictions in Virginia have authority to levy these same taxes, Arlington's mix of commercial and residential is again a strength and creates more diversity in the tax base. For example, the Business, Professional, Occupational License Tax (BPOL) as a percentage of total revenues is higher than other jurisdictions. Also, because Arlington's daytime population is 25% higher than the resident population, there are more non-residents in Arlington spending money and contributing to the sales and meals tax revenues. In Northern Virginia, only Alexandria has a higher daytime population than its resident population; however, it is only 6% higher. Arlington leads the state in tourism, which means the transient occupancy tax revenue is higher than in other jurisdictions as well.

State and federal revenue as a percentage of total revenue has been declining over the past few years. State revenue has decreased from as much as 10% of the County's budget in the early 2000s to about 6% in the most recent budget. Federal revenue has declined from 3-4% of the total budget in the early 2000s to about 1% today.



*Hour of Code at Drew Model Elementary School*

### *Revenue Sharing with Arlington Public Schools*

The County and Schools entered into a cooperative effort in FY 2001 to design a revenue sharing agreement as a way to fairly and appropriately apportion revenue for budget development purposes. Over the succeeding years the structure and revenue sharing calculations have been adjusted to reflect the changing economic and resource demands of both the County and Schools. Since FY 2002, various adjustments have been made for enrollment, funding retiree healthcare, maintenance capital, affordable housing, and other County and School priority initiatives.

During CY 2014, the County Board and School Board worked collaboratively to structure revenue sharing principles that provide a framework for sharing local tax revenues in a predictable and flexible way. In January 2015, both Boards adopted principles that emphasize the community priority of high quality education and utilizing community resources in a balanced and fiscally responsible way.

The agreement outlines four main principles:

1. Revenue sharing provides a transparent, predictable, and flexible framework for developing the County and School budgets.
2. The planning for the next budget year will begin with the revenue sharing allocation adopted for the current fiscal year and any critical needs identified by the Schools, including enrollment growth, will be considered as a top funding priority.
3. One-time funding (shortfalls or gains) will be shared between the County and Schools based on the current year's allocated tax revenue percentage. One-time funds from bond premiums will be allocated to either the County or Schools based on the bonds issued and will be used solely for capital projects.
4. Funds available from the close-out of the fiscal year will be used to contribute to the County's required operating reserve based on the revenue sharing percentage for that fiscal year and APS will also contribute to a limited joint infrastructure reserve fund to meet the infrastructure needs with school expansions and new school construction.

These principles are the basis for budget development and a starting point for collaborative funding discussions as both entities begin to develop their proposed budgets each year for their respective board. In FY 2016 adopted transfer is \$451,866,545 — \$451,637,045 in ongoing funding and \$229,500 in one-time funding — which is a 2.6 percent increase over the FY 2015 adopted budget. The revenue sharing percentage is currently 46.5% of ongoing local tax revenues.

## Forecasting

One charge for the Community Facilities study was to prepare a 20-year forecast. Because forecasting for this timeframe is not reliable, this is not something that Arlington does. The County is consistent with its local peers and prepares a five-year forecast, which is updated every budget and CIP cycle. This long-term strategic financial planning typically presents two scenarios based on current policies and services to demonstrate the impact of different economic assumptions on the financial future.

For the Community Facilities Study, a forecast of County revenue was developed with three alternative economic growth scenarios – medium/baseline, high, and low growth. The assumptions driving these forecast scenarios are shown in Figure 2-19:

Overall, near term budget gaps are expected to be manageable for a continuing services budget but revenue growth is not expected to be robust enough to fully fund County and Schools expenditure pressures. However, forecasts will change with economic shifts, policy choices, and demand for services.

Figure 2-19: County Revenue Forecasts

	Medium/Baseline	High Growth	Low Growth
Residential Market	Stable, averaging 3% growth	Strong for 2-3 years (4-6%), then stabilizing to 3%	Rapid slowdown – 1.5% to 2.0%
Office & related tax sources	Flat or declining through FY 2019 as vacancy rates are worked through; then steady recovery	Recovery occurs more quickly – stabilized without further losses by FY 2018	Protracted recovery with additional losses
Other tax sources (sales, meals)	Slow, steady growth – 1.5% to 3.0%	Accelerated growth – 2-3%	No growth or slight declines
Average tax revenue growth over 5 years	2.5%	3.3%	1.0%
Annual Budget gaps	\$0.9M to \$32.3M	Up to \$23.7M	\$36.9M to \$43.3M

### *Key Takeaways on Revenues*

In summary, Arlington's taxing capacity is impacted by legal and policy limitations. Despite these limitations, the County's balance between residential and commercial assessments is unique and provides fiscal and service delivery benefits. The County's financial practices, reinforced by triple-AAA ratings, facilitate service delivery and provide taxpayer benefits.

In the coming years, it is expected that real estate assessments will see some growth with residential growth normalizing as office assessments recover. Under the baseline revenue forecast scenario, near term budget gaps are expected to be manageable for continuing services. However, even with the forecasted recovery in assessments, revenue growth is not expected to be robust enough to fully fund County and Schools expenditure pressures, and meeting increasing demands for expanded services will take time. These forecasts will continue to be revised, particularly if shifts in the commercial tax base continue.

## **Best Practices in Public Facility Finance**

### *Overview*

In the study's charge, the Committee was asked to identify "Arlington's key facility assets and needs - County and Schools 5, 10 and 20 years out" using an inventory of existing County and School facilities as well as "Develop the criteria for prioritizing projects in the CIP." The Committee's goal is to "build a consensus framework regarding future revenue and facility needs that will inform County and School Board decision-making related to meeting the community's requirements for additional school, fire station, vehicle storage sites and other facility needs..." In reaching this goal, key questions asked by the Committee included "What are our facility needs for schools, fire stations, recreation, and transportation vehicle and other storage?" as well as "How do we pay for these needs?"

The County's and Schools' Capital Improvement Plans (CIPs) lay out a ten-year plan of capital needs and a ten-year funding plan to achieve those needs. The CIP is one of the most significant planning processes for the County and Schools since it not only identifies the immediate needs but also seeks to capture longer-term capital needs in all areas of infrastructure. It balances maintenance of existing infrastructure with new investments, all driven by service delivery demands, and it is flexible enough over time to adjust to changing priorities and external factors. The CIP is financially sustainable and adheres to financial and debt management policies to ensure that the County maintains its triple-AAA bond ratings.

## Debt Management

The CIP adheres to the debt capacity guidelines formally in place since 2002 and re-confirmed by the County Board in July 2014. The County's debt capacity ratios measure affordability against key "wealth" indicators of the County and are very similar to those of other triple-AAA jurisdictions in the region. Because the rating agencies consider County and Schools as a single entity for debt capacity, these guidelines are used by both organizations. These are considered best practices in public finance and serve as guidance for debt affordability, an essential practice by the bond rating agencies.

1. The ratio of net tax-supported debt service to general expenditures should not exceed ten percent, within the ten-year projection.
2. The ratio of net tax-supported debt to full market value should not exceed three percent, within the ten-year projection.
3. The ratio of net tax-supported debt to income should not exceed six percent, within the ten-year projection.
4. Growth in debt service should be sustainable and consistent with the projected growth of revenues. Debt service growth over the ten year projection should not exceed the average ten year historical revenue growth.
5. The term and amortization structure of County debt will be based on an analysis of the useful life of the asset(s) being financed and the variability of the supporting revenue stream. The County will attempt to maximize the rapidity of principal repayment where possible. In no case will debt maturity exceed the useful life of the project.
6. The County will refund debt when it is in the best financial interest of the County to do so. When a refunding is undertaken to generate interest rate cost savings, the minimum aggregate present value savings will be three percent of the refunded bond principal amount.

## Arlington County's CIP Development and Criteria

Arlington County's capital projects originate from a variety of sources. County Board appointed commissions, advisory groups, and task forces typically advise the Board on long-term plans that recommend certain types of improvements. In some cases, individual residents request improvements to their streets, playgrounds or other County facilities. Neighborhood associations and business groups may also suggest projects and work areas. Some projects are initiated by adopted County master plans, such as the Transportation Master Plan or the Storm Water Master Plan. It is an iterative process that starts with the most recently adopted CIP and factors in many updates. These factors include economic and revenue projections impacting debt capacity, updates of existing maintenance capital condition



CIP Funding Sources and Uses

and inventory assessments, commercial development activity, construction market conditions, external impacts of regional partnerships, federal and state regulatory changes, population changes, service delivery demands and even opportunistic events.

Since there are always more project proposals submitted than can be funded in a given year, various criteria are used to assist in prioritizing capital projects. These criteria include a test for immediate needs, safety, legislative or judicial requirements, the project's ability to be implemented in the timeline proposed, linkages to other approved and funded projects, linkages to an approved County master plan, other goals and objectives of the County, and direct benefit to citizens. Other considerations include current and future fiscal impact, cost of deferring a project, alternative funding sources, and County and private development goals and plans.

Public finance best practices are achieved through the development of the CIP's multi-year financial plans, debt affordability measures, review of capital project budgets and scope management and integration of operating impacts of new projects.

### *Arlington Public Schools' CIP Development and Criteria*

APS' CIP development process includes 3 major phases on a 2 year cycle: the Arlington Facilities Student Accommodation Plan (AFSAP); CIP Planning Process; and the CIP itself.

### *AFSAP*

The Arlington Facilities and Student Accommodation Plan (AFSAP) is prepared by staff every other year, and is the first step following a vote on the previous CIP. The AFSAP provides a comprehensive look at student enrollment and building capacity within Arlington Public Schools. The intent of this document is to provide APS staff with data from which they may make decisions about APS facilities and programs. Specific information about each school is provided, as well as an overall look at enrollment/capacity issues throughout the county.



*APS CIP and AFSAP Process Chart*

### *Arlington Public Schools' CIP Planning Process*

APS' CIP Planning Process is an iterative exchange towards development of the CIP. The community is engaged in the process at multiple points. Direction is provided by the School Board and staff uses the direction to develop and to continuously refine the proposed CIP.

1. The School Board uses the AFSAP to develop a framework for the CIP, and affirms or adjusts the recommendations in the AFSAP. Using the CIP framework, staff:
  - explore options using community input and

- develop debt capacity projections for 10 year planning horizons.
- 2. Staff presents preliminary options and debt capacity projections are presented to the School Board
- 3. The School Board uses the information to provide directions on next steps. Staff:
  - develops options based on the direction. Site analysis studies address: 1) costs and impact on debt capacity; 2) timeline; 3) number of seats provided; 4) opportunities and challenges; and 5) alignment with design principles;
  - presents site analysis studies to the community for feedback; and
  - analyzes feedback and develops recommendations.
- 4. The Superintendent proposes CIP to the School Board.
- 5. The School Board holds public hearings to obtain community input on the Superintendent's proposed CIP.
- 6. The School Board adopts the CIP.

Various groups are engaged through the CIP planning process including:

- Advisory Council on School Facilities and Capital Programs (FAC);
- Individual school communities;
- Citizen groups;
- Civic associations;
- Broader community;
- County staff; and,
- APS teaching and administrative staff.

### *Investments in Service Delivery*

The FY 2015-FY 2024 capital plans adopted by the County and Schools maintain County and School assets, further economic competitiveness, and continue the County's history of financial sustainability by funding investments in service delivery in line with the community's values including:

- Livable neighborhoods: neighborhood conservation, paving, safe routes to schools, complete streets, BikeArlington, and WalkArlington;
- Safe community: fire stations and apparatus, public safety technology, records management systems;
- Helping those in need: homeless services center and Mary Marshall Assisted Living Center;
- Core infrastructure: water and sewer infrastructure and stormwater management;
- Economic competitiveness: ConnectArlington/intelligent transportation systems;

- Robust quality of life: parks and open space, playgrounds, community centers, bike trails, and fields; and,
- Quality school infrastructure for optimal learning environment.

### *CIP Needs*

The FY 2015-FY 2024 CIP's investments in Arlington's physical assets total \$3.2 billion. A breakdown of how Arlington spends CIP funds is graphically presented in Figure 2-20. The biggest allocation, 49%, is dedicated to transportation, Metro, street paving and transit projects<sup>1</sup>. The second largest investment, 17%, is planned for schools. Core infrastructure projects such as utilities and stormwater comprise 13% of the plan while 8% is budgeted for public and government facilities, 6% is budgeted for parks and recreation, and the remainder is budgeted for information technology, public safety and other capital improvements.

### *CIP Funds*

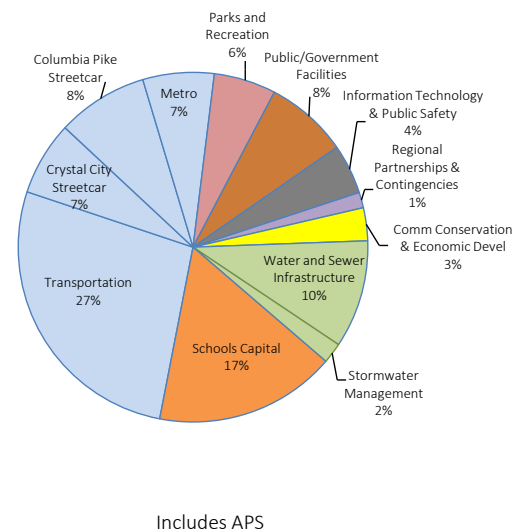
The adopted FY 2015-2024 CIPs utilize a diverse set of funding sources and allow the County and Schools to balance debt financing sources against Pay-As-You-Go (PAYG) sources as well as leverage outside funding for capital priorities. While major capital facility projects will generally be funded through bonds, the County maintains an appropriate balance of PAYG versus debt, particularly in light of the County's debt capacity. General Obligation bonds (County and Schools), the largest portion of debt financing, comprise 34% of the CIP funding. Other debt financing sources, including master lease financing and other transportation bonds, total 7% of the CIP funding. Outside revenues such as state and federal grants, Northern Virginia transportation authority (HB2313) funds and developer contributions comprise another 23% of the pie. Local funds that are restricted and dedicated to core infrastructure such as stormwater management, utilities infrastructure and transportation capital equate to 19%. Other local funds, including PAYG allocations from the general fund, total 17%. See Appendix 4 for additional information on CIP funding tools.

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<sup>1</sup> The FY 2015-2024 CIP was adopted before the decision to halt the Streetcar program.

Figure 2-20: County and Schools Adopted CIP Needs (in 000s)

<u>Program</u>	<u>FY 15 - FY 24</u>	<u>% of Total</u>
Transportation	863,353	27%
Crystal City Streetcar	217,431	7%
Columbia Pike Streetcar	268,121	8%
Metro	210,650	7%
Parks and Recreation	183,182	6%
Public/Government Facilities	243,648	8%
Information Technology & Public Safety	146,665	5%
Regional Partnerships & Contingencies	45,942	1%
Comm Conservation & Economic Devel	97,148	3%
<b>Subtotal County Capital</b>	<b>2,276,140</b>	
Water and Sewer Infrastructure	317,734	10%
Stormwater Management	61,280	2%
<b>Total County Capital</b>	<b>2,655,154</b>	
Schools Capital	534,054	17%
<b>Total CIP Program</b>	<b>3,189,208</b>	<b>100%</b>

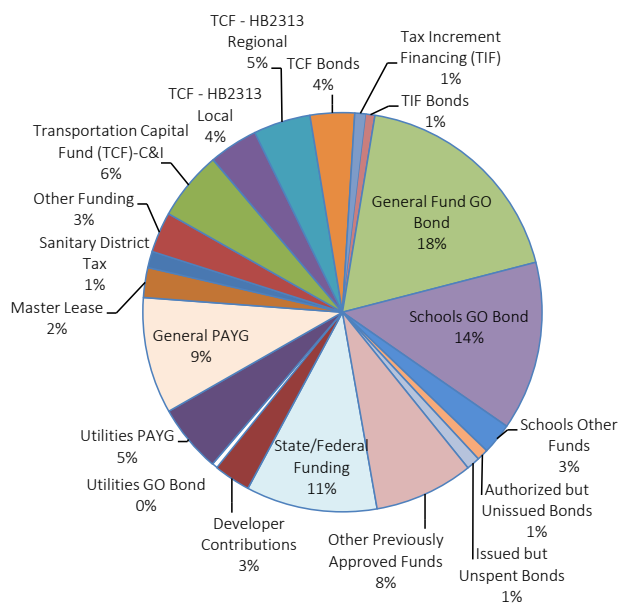


### Key Takeaways on Public Facility Finance

The County and Schools CIPs strive to balance between reinvestment and new projects. They cover the entire spectrum of County and School infrastructure, facilities, and technology and are largely based on service delivery demands. The CIPs are also flexible, responding to changing priorities and external factors. Finally, the CIPs are financially sustainable. They are based on debt ratios that are moderate and consistent with triple-AAA bond rating standards, and the County's debt levels are balanced against other operating budget needs.

Figure 2-21: County and Schools Adopted CIP Funds (in 000s)

<b>Fund Sources</b>	<b>FY15-24</b>	<b>% of Total</b>
<b>New Funding</b>		
State/Federal Funding	338,584	11%
Developer Contributions	95,502	3%
Utilities GO Bond	14,000	0%
Utilities PAYG	174,494	5%
General PAYG	300,930	9%
Master Lease	76,938	2%
Sanitary District Tax	42,440	1%
Other Funding	104,346	3%
Transportation Capital Fund (TCF)-C&I	178,959	6%
TCF - HB2313 Local	126,711	4%
TCF - HB2313 Regional	147,504	5%
TCF Bonds	114,123	4%
Tax Increment Financing (TIF)	29,282	1%
TIF Bonds	22,616	1%
General Fund GO Bond	586,090	18%
Schools GO Bond	435,980	14%
Schools Other Funds	80,474	3%
<b>Subtotal New Funding</b>	<b>2,868,973</b>	
<b>Previously Approved Funding</b>		
Authorized but Unissued Bonds	29,664	1%
Issued but Unspent Bonds	34,534	1%
Other Previously Approved Funds	256,037	8%
<b>Subtotal Previously Approved Funding</b>	<b>320,235</b>	
<b>Total Funding Sources</b>	<b>3,189,208</b>	100%





**3**

## **Strategic Community Challenges**



## Chapter 3: Strategic Community Challenges

The heart of the Community Facilities Study was to identify strategic community challenges that could, if left unaddressed, threaten Arlington's overall sustainability as a community. Following informational sessions on demographics and forecasting, revenues and County economics, and planning policy and process, the Committee, with help from the Resident Forum, defined five main challenges for the County and the community:

1. A scarcity of land for public facilities;
2. Dealing with changing demographics;
3. A threatened commercial tax base;
4. Strategic facility planning and priority setting; and
5. The need to revamp community dialogue

Committee members concluded that land is scarcer than funds, and that changing demographics must inform the facility prioritizing process, particularly with regard to school facilities since APS must provide a seat for any student who comes to school. The Committee also found that the facility planning process and Capital Improvement Plan do not incorporate any effective way to prioritize facility needs, or to have community conversations about priorities.

The five challenges are linked—but not prioritized—and reflect some of the pressures of an evolving, developed community. While it is obvious that not all possible solutions are entirely within the County's control, the Study Committee concluded that focus on the challenges and their solutions by elected leadership and the community at large is necessary to ensure the future health of the community. For this reason, the Study Committee urges elected officials to keep these challenges and ideas at the forefront of their efforts on behalf of the community.



## A Scarcity of Land for Public Facilities<sup>1</sup>

Land is Arlington's scarcest resource. Combined, the County and APS own only 2.2 square miles<sup>2</sup> which houses schools, parks and all County facilities. Sixty-two percent of the 2.2 square miles are occupied by County parks—including stream valleys and natural areas best left undisturbed—and 26 percent by Schools. The County operates a variety of facilities including libraries, fire stations, the Trades Center, and recreation and community centers on County-owned land. Additional facilities such as the DHS offices and Courthouse Plaza operate in leased space. APS operates elementary, middle and high schools and additional facilities (Education Center, Planetarium and the APS portion of the Trades Center) as well as programs in leased space.

While many examples of joint and shared use are already in operation, these principles are not yet institutionalized practices. Though many facilities house a single use, longstanding partnerships between APS and the County help maximize facility use and provide numerous examples of shared use facilities (e.g. DPR classes in APS gyms, fields and school classrooms) and joint use facilities (e.g. Jefferson Middle School and Community Center) which are governed by a Memorandum of Understanding. Even with these efforts in place, continued growth in demand results in waiting lists for classes and sports programs, and fields scheduled beyond recommended standards. Urgent school capacity needs are being addressed through use of relocatables, which has resulted in the loss of playing fields and reductions in already limited recreation space; interior renovations; additions and new school construction on the Williamsburg Middle School campus and at Wilson School. School capacity issues led APS to charter the South Arlington Working Group which will soon make a recommendation on a new elementary school site. In addition, the APS CIP includes funds to evolve the Career Center into a capacity generating high school.

The County's planned growth will increase demands for schools, public services, all types of open space, recreational opportunities and critical but less visible "back of house" activities like fire stations and ART bus storage—all within the 26 square miles of the County. For example, the ART and school bus fleet will increase with expanded routes; these vehicles need several acres for storage, staging and maintenance. The County needs to build one new fire station and relocate three to improve response times and support projected population growth. Thirteen to eighteen acres of land

<sup>1</sup> Data and statistics cited in this section came from the CFS presentation of April 22, 2015.

<sup>2</sup> Road right-of-way occupies six square miles, other government land occupies 3.5 square miles and private property occupies 14.4 square miles.

in two-acre minimum parcels are needed to expand County services plus additional land for similar APS services.

Meeting the challenge of land for future facility needs requires a multi-pronged strategy. It is essential to recognize that existing uses, such as open space, serve public needs and must be taken into account if new uses are proposed to be added to a site:

- making better use of existing facilities,
- looking for opportunities to “create” more land, including over rights-of-way (e.g. the I-66 parking deck and Gateway Park) and new facilities like garage structures (e.g. Washington Capitals practice rink);
- building up, over and underground to reduce building footprints and preserve open space and
- consider providing facilities on land outside of the County particularly for seasonal storage needs (e.g. store snow plows in summer, warm weather equipment in winter).

It is well understood that land availability is a significant challenge as the County continues to grow. Acquisition is increasingly expensive and opportunities vary from year to year. County land acquisition funds are considerably less in recent years (an average of \$2.6 million since 2009) than in the 1996-2008 funding cycles where it averaged \$8 million per cycle. As a result, and excluding Long Bridge Park, the County has not been able to acquire much new open space. Establishing a land acquisition fund would allow the County to compete more effectively when key properties become available. Well-located sites like the 6-acre Buck property on North Quincy Street are rare opportunities. The uses for acquired sites would be determined with community input through the process outlined in the Siting Process.

#### Recommendations:

1. Make maximum use (and reuse) of the facilities we have, ensuring that existing space is efficiently used and that new space is adaptable for future purposes.
2. Encourage joint or shared use of facilities, taking into account the operating characteristics of any existing use, such as open space.
3. Build up, under and over rather than out to use land most efficiently.
4. Create “new” land by building over right-of-way and on top of structures such as parking garages.
5. Collaborate with other jurisdictions to review whether opportunities exist for both facility and service sharing.
6. Establish a land acquisition fund to position the County to acquire parcels when they become available.

## Dealing with Changing Demographics<sup>3</sup>

The County's demographic profile has been changing over the last 15 years, putting pressure on all levels of the school system as well as open space, recreation and fire services. The fastest growing age cohorts in Arlington between 2010 and 2013 were 35-44 year olds, 0 – 5 year olds and those 65 years and older. Each of these groups has unique as well as shared service needs now and in the future. Using County plans and policies as a base, the County forecasts a 31 percent increase in population by 2040; employment is projected to grow 39 percent. Such significant growth will surely increase demands for all types of services and facilities and will necessitate the need for finer-grained data to inform future public facility planning.

Perhaps the most significant demographic change in the County in recent decades arises from APS enrollment growth, which is projected to continue over the next decade. Enrollment has increased steadily since the 1990s, growing 1 – 2% per year through the mid-2000s. Between 2008 and September 2015, enrollment grew between 2.8% and 5.2% per year. APS projects school enrollment to exceed 30,000 students by 2024. Much of this growth will come from today's 0 – 5 year olds; the ratio of kindergarten enrollment to births increased from 55% in 2005 to 75% in 2014. This rapidly rising enrollment means APS will continue to need additional facilities to meet the educational needs of students.

Changes in household size also can be an indicator of projected increases in school enrollment. Between 2000 and 2013 the average household size increased in both owner and renter occupied single family homes. The same is true for renter occupied multi-family housing. While the vast majority of new housing built in Arlington is multi-family apartments and condominiums, between 2005 and 2013 57% of the growth in the student population came from single-family houses.

In addition to the growing demand for school facilities, the surge in school-aged children in Arlington creates a need for wrap around services to supplement the core instruction that APS provides during the school day. Currently, APS, the Department of Parks and Recreation and a number of non-profit organizations provide after school programming for students who need additional assistance and care while their parents are at work. Examples of these programs include Extended Day, homework clubs, and enrichment classes. These wrap around programs may not be widely known throughout the community. Service providers should coordinate with each

*“Who will we be in 15 to 20 years?”*

*“We want our County officials to be mindful that they are part of something bigger.”*

*“Who we are as a County is different based on where we live. We're not as cohesive as we think we are.”*

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3 The data and statistics used in this section were taken from the CFS presentation on March 11, 2015 and “Profile 2015,” Department of Community Planning, Housing & Development

*Note: Selected comments made during public meetings by Resident Forum members and the public are shown in the margins, reflecting ideas and opportunities for the future or concerns about current conditions or processes.*



other to comprehensively assess these programs with the goal of ensuring that all children and families who could benefit from them are aware of what is offered; service gaps should be identified and addressed.

The 65+ age cohort—one of the fastest growing in the County—has grown an estimated 12% between 2010 and 2013. This age group is expected to have higher incomes, and is more likely to be working than in the past. Better health than previous generations will support increased demand for recreation, leisure activities and public transportation. Residents in this age group are the most likely to stay in the same house from year to year. Although the media draws attention to evolving trends among those 65 and older (e.g. downsizing from single-family houses to condos), there is no reliable source of local information on their needs and resources, making it difficult to plan for their future needs. Similarly, it is expected that the 85+ age cohort will have increased needs for assistance, such as housing options and transportation, and increased care options, and information is needed on this age group as well.

Millennials (born 1982 - 2000, approximately 15 - 33 years old in 2015) are the dominant generation in the County today. Much has been written about this age group, but it is as yet unclear whether this group will remain in urban areas like Arlington as they look to buy houses and start families or if they will follow the path of many Baby Boomers to the outer suburbs. Residents age 18 to 34 — the age group typically forming their own households — are the most mobile segment of the County population. Keeping millennials in the County is critical for the future labor force and will require increased affordable home ownership opportunities, child care and pre-school options.

Prior to the mid-1990s, single family houses were affordable to many middle class families, and Arlington also boasted thousands of garden apartments, which were built initially in the decades immediately before and after World War II. These affordable houses and apartments offered starter housing to generations of Arlingtonians. Unfortunately, a large percentage of this historically affordable housing has been lost over the last decades to the economic pressures of soaring land values, rising rents and the conversion of apartments to condominiums, hastened by the spike in housing prices due to the County's growing reputation for good schools and accessible public transportation.

While the current number of single family houses affordable to those with moderate incomes may be inadequate, the County has over 23,000 condominiums which may serve as starter home ownership options for some. With a 2015 average assessed value of \$380,000, these units are considered affordable for middle income households.

Increasing income disparity reduces diversity in the community. In 2000, the largest share of County households earned \$75,000 - \$99,999 (approximately \$100,000 - \$135,000 in 2013 dollars). In 2013, the largest share of households had incomes of \$200,000 or more. The estimated

2015 median household income for the County is \$106,400. But, historical housing patterns have led to wide variations in median income from neighborhood to neighborhood in the County, especially between the northeast and southwest parts of the County. (See *Housing and Affordability Issues* for additional discussion on this topic.)

The loss of older, market affordable housing has been especially severe in the corridors planned for transit-oriented redevelopment. This has resulted in the concentration of available affordable housing in fewer and fewer neighborhoods, accentuating income disparity. This disparity has to be recognized and addressed. The Columbia Pike Neighborhoods Area Plan and the recently adopted Affordable Housing Master Plan are steps in the right directions and will add additional diversity of housing in all parts of the County. The Committee believes that future County plans should set policies and goals to further improve economic diversity of the housing supply and specifically consider impacts on schools and communities in setting such policies.

#### Recommendations:

7. Improve forecast and projection methods (Phase 2 consultant work):
  - Analysis of student generation factors (SGF) by different housing characteristics, including trends between 2010 and 2015;
  - Comprehensive demographic analysis of County population by age cohort;
  - Cohort component demographic model for County population forecasts;
  - Long-term (6-10 years) student population projection model; and
  - Trend reporting and best practices.
8. Improve cohort data research, particularly for millennials and those 65 and older, and use demographic factors to help define future facility needs.
9. Develop strategies to retain the millennial population, specifically increasing the availability of “starter” housing (i.e. entry-level homeownership), child care, and pre-school.
10. Evaluate and enhance wrap around services, coordinating school and after-school needs.

## A Threatened Commercial Tax Base<sup>4</sup>



Rosslyn and Gateway Park

*“Arlington was complacent, and today, we are competing against places we have not competed against before.”*

As previously noted, Arlington’s tax base is unique compared to neighboring communities with a 50/50 split between commercial (office, retail, multi-family residential, hotel) and residential development. This compares with a 75 percent residential – 25 percent commercial split in Fairfax County, a 70/30 split in Loudoun County and a 57/43 percent split in the City of Alexandria. Today, \$27.5 billion of a total \$57.5 billion in assessed land and improvements value is located in the Metro corridors, which is 11% of total land in the County. The County’s triple-AAA bond rating reflects the inherent strengths of this unique tax base, strong financial reserves, a fully funded pension system and moderate debt limits. The large percentage of the tax base attributable to commercial uses has helped keep real estate taxes relatively low for many years in comparison to neighboring communities; the land area (largely in the transit corridors) available for high density development remains virtually the same since the County adopted the first General Land Use Plan in 1961.

As the County and the Washington Region seek to recover from the recession there are a number of indicators that the 50/50 tax base split cannot be taken for granted in the future. The non-residential portion of the tax base is struggling.

### *The Importance of a Healthy Office Market*

While the federal government and its contractors continue to occupy nearly 50 percent of Arlington’s office space, the federal presence has shrunk in the County by 2.4 million square feet of office space since 2011. Federal procurement dropped in the last three years; Arlington has lost 4,700 federal jobs since 2010. The effects of the Base Realignment and Closure Commission (BRAC) recommendations and sequestration continue to be felt with no assurance from the Congress that the latter will not be repeated.

As of October 2015, Arlington’s office vacancy rate is 20.8 percent, double the historical average of 10 percent (“County and Schools Reaffirm Revenue-Sharing Principles”, Press Release, October 15, 2015). To reduce the vacancy rate to 10 percent, 4.4 million square feet of currently vacant office space would need to be occupied.

Further indications of change in the office market involve the way business uses office space. In the last decade, technology, cost of occupancy, commuting challenges and the work preferences of an increasingly younger workforce have resulted in reduced office space allocated per employee in both the private and public sectors. Technology facilitates alternative work

<sup>4</sup> The data cited in this section was presented to the CFS at the February 11 and February 25, 2015 meetings.

schedules and locations. Both Deloitte and Accenture, located in Rosslyn and Ballston respectively, “hotel” far more employees than they house in their offices on any given day.

Recent development approvals and projects under construction show a clear market preference for residential development over office development. This has implications for schools, parks and other services. According to Profile 2015 and the Quarterly Development Updates published by the County’s Planning Division, from January 2014 – June 2015, 2,465 multi-family residential units were approved. The “WeLive” project in Crystal City was the second approval of an office building conversion to a residential building.

While the focus of the dilemma rightly should be on the declining office market, the County needs to be mindful of the growing impact of multi-family residential, the other large element that makes up the “commercial” sector. The portion of tax revenues from apartments has grown steadily from 12 to 21 percent of the real estate tax base over the last decade. During the same time period, other commercial uses (i.e. office, retail, and hotel) have been more consistent, ranging from 27 to 31 percent.

While the strong apartment market has been financially beneficial and has picked up some of the slack from the sagging office market, this trend, if continued, will have unintended consequences. Tilting the planned mix of uses in Metro corridors can alter markets for consumer services and affect the retail mix. Changes from office to residential have implications for schools and other County services including the transportation network. In the next few years, the County may face many requests to build residential rather than the currently disfavored office. Policymakers should think hard about the broader impacts before acting on these requests.

Growing competitiveness in the region is changing the relative desirability of the Arlington office market. New development in NOMA, Bethesda, Downtown and Capital Riverfront all compete for tenants. The 2014 opening of the Silver Line makes Reston, Tysons and points west more accessible and facilitates creation of strong employment centers in those submarkets.

In recognition of this new competition, and the economic impact of the high office vacancy rate, the County Board added new resources to the Economic Development budget—\$600,000 and 5 FTEs for business development and \$300,000 for marketing—in the FY 2016 budget.

*“Arlington will need to do more  
with less.”*

*“Improve processes to make it easier for large businesses who want to be in Arlington.”*

### *Ease of Doing Business with the County*

Arlington has long prided itself on robust public input processes for all types of County and School issues. Even with the detailed guidance of adopted plans and policies, however, the length of community review processes for private development projects can stretch to years rather than months. Though valued by the community and often beneficial for project design, these lengthy processes are at odds with the business community’s preference for speed and predictability, and also can limit participation from residents who cannot commit significant time to community processes (See Revamping the Community Dialogue, below). In recognition of this concern, the Planning Commission and staff have undertaken efforts to improve the site plan review process.

Over the last several years there have been a number of efforts to help both large and small businesses in the County with a variety of issues including permitting, code requirements, signage and regulatory costs. Despite these efforts and the creation of an ombudsperson to mediate issues, negative perceptions persist. Over the last few months, the Department of Community Planning, Housing and Development (DCPHD) conducted a customer satisfaction survey and is taking steps to improve customer service, reduce site plan process and construction permit review times, improve technology for permitting and plan review, and increase consistency. Over 150 attended a Development Forum on these process improvements on September 10, and it is expected that additional events will be held to provide progress updates.

As noted above, the County faces stronger competition from neighbors in Tysons, D.C. and Alexandria. Proximity to downtown may not be as valuable as it once was. Businesses and developers may become less willing to make concessions to Arlington if attractive alternatives (i.e., lower rents, incentives) are reasonably close by. It is in the community’s interest to take a solution-oriented, proactive approach to developing and revising processes to facilitate development that is consistent with the County’s adopted plans and policies.

### *Housing and Affordability Issues*

A third threat to the economic sustainability of the County stems from a lack of affordable rental housing and rising house prices. The County has used both zoning tools and financial resources to secure more affordable rental housing, allocating approximately \$55 million<sup>5</sup> in affordable housing support, administration and tenant assistance in FY 2014. For those earning below 60 percent of the Area Median Income (AMI), the County, in partnership with non-profits, provides options in the form of affordable units

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<sup>5</sup> Tools for Affordable Housing in Arlington”, Arlington County, Department of Community Planning, Housing and Development, Planning Division, ” undated

(Committed Affordable units or CAFs) and rent assistance. For those earning more than 120 percent AMI, the market provides many rental and home ownership options. Recognizing that the Affordable Housing Master Plan process was well underway, the Study Committee did not look at affordable housing issues for those earning below 60 percent AMI. Instead, the Study Committee focused on housing as a contributing factor to the overall economic health of the community. The public sector workforce, particularly those in entry level positions, and many employees in the types of jobs being created by the private sector during the recent recovery from recession earn less than 60 percent AMI.

Thousands of millennials—the largest age group in the County—have come to Arlington for great jobs, transportation and an excellent quality of life. They, along with many others, stay for these reasons and the excellent school system when they start families. Despite the large number of single-family houses, townhouses and condominiums, many leave the County because they are unable to find an affordable home ownership opportunity. As reported in the Washington Business Journal (on-line edition, October 12, 2015), Arlington house prices rose 6.6 percent over a year ago (\$565,000), compared to an annual average gain of 1.7 percent for the close-in Washington Metropolitan area. Demolitions of older single-family houses continue at a record pace, further reducing the stock of affordable “starter houses.” New multi-family projects—garden or elevator buildings containing multiple apartments—are largely one-bedroom rental units which typically don’t appeal to families because the size and number of bedrooms limits occupancy; the condominium stock, though large, may not satisfy preferences for traditional single-family lifestyles and fee simple ownership. As house prices rise, the ownership challenge is particularly great for those earning between 60 percent and 120 percent AMI. Loss of the millennial population will worsen the economic stratification in the County and is directly related to the County’s attractiveness to employers.

On the rental side, the continued loss of market rate affordable units through rent increases, redevelopment and renovations has put pressure on the rental supply. Rents continue to rise faster than wages. Two in five rental households in the County spend more than 30 percent of their income on rent. Even with the addition of thousands of mostly one bedroom rental units in the last decade, high demand for rental housing resulted in an average monthly rent of \$1,834 in 2014. Millennials, seniors and those earning 60 percent to 120 percent AMI are particularly affected by these trends.



*Ballston Commuter Store*

Recommendations:

11. Step up marketing efforts to attract commercial office tenants.
12. Add an economic and fiscal impact section to private development (special exception/site plan and Form Based Code) project staff reports to provide information on the costs (e.g. the projected service demands and other costs to the community) and benefits (e.g. the taxes and other economic benefits) likely to be generated by a proposed project.
13. Amend the charge of the Economic Development Commission to include provision of a letter to the County Board regarding the economic impacts and benefits of each private development (special exception/site plan and Form Based Code) projects.
14. Convene a working group of the County and the business community to improve development review and permitting processes, reduce process and permit review time, and incorporate technology where appropriate, and to explore the possibility of delegating to the BIDS and other similar groups approval for temporary uses, and other similar types of activities that would otherwise need County approval and would help attract and retain businesses.
15. Focus on a variety of housing to match the wide range of incomes and ages (e.g. age in place) in the County.
16. Embark on a cost efficiency effort for public facilities and services in light of revenue challenges now and likely in the future, and bolster community awareness of key revenue and budget issues.

# Strategic Facility Planning and Priority Setting

## *The Comprehensive Plan*

The General Land Use Plan (GLUP), one element of the County's Comprehensive Plan, is required by the Code of Virginia. It establishes the overall character, extent and location of various land uses and communicates County policy to citizens, the business community and others (General Land Use Plan booklet, December 2011). It and the other ten Comprehensive Plan elements<sup>6</sup> provide an essential framework for decision-makers. Sector Plans, Area Plans and Revitalization Plans provide more detailed policy guidance for specific areas of the County and also are developed with extensive citizen participation. Since their original adoption, the GLUP and other Plan elements have been periodically updated.

Despite a long history of comprehensive planning in the County, Comprehensive Plan elements are developed separately on different time cycles. Each one is developed and updated through an extensive community process. However, no clear process exists to reconcile competing objectives between Comprehensive Plan elements (or between Area plans and Plan elements) or to comprehensively (e.g. in a Plan element) address community facility needs such as libraries, public safety, technology and storage. As a result, these Plan elements may contain inconsistent or conflicting ideas which have neither been reconciled nor prioritized. When this occurs, community interests are pitted against each other, often playing out in community review of a public facility (i.e. a school or recreational facility) or a site plan project. This results in a "win – lose" scenario that may delay a decision, dilute the quality of results and undermine trust in the community process. Further, Comprehensive Plan elements often calculate projected growth quantitatively (e.g. number of new residential units/ square feet of commercial space) with insufficient attention to the characteristics of future residents and workers that may create new and different demands for County facilities and services.

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6 Adopted Plan elements include the Affordable Housing Master Plan, the Chesapeake Bay Preservation Ordinance and Plan; the Community Energy Plan, the General Land Use Plan; the Master Transportation Plan (including eight subelements); the Public Spaces Master Plan (including three subelements); the Historic Preservation Master Plan; the Recycling Program Implementation Plan; the Sanitary Sewer System Master Plan; the Storm Water Master Plan; and the Water Distribution System Master Plan. General Land Use Plan Booklet, December 2011

Figure 3-1: County CIP Process and Timeline

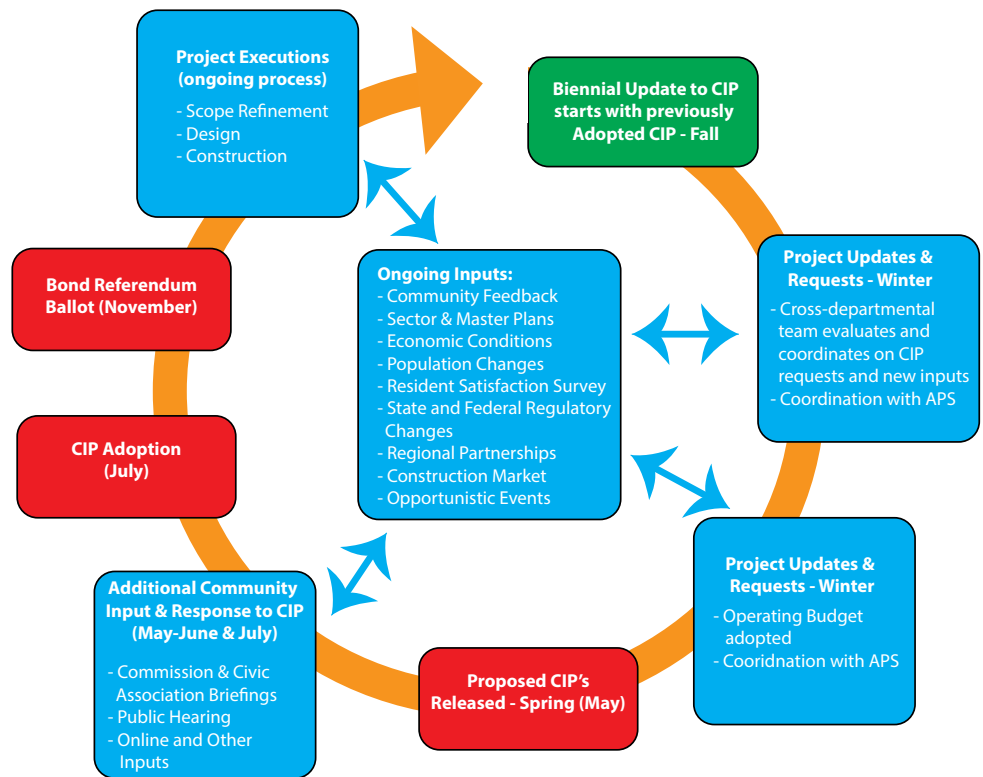
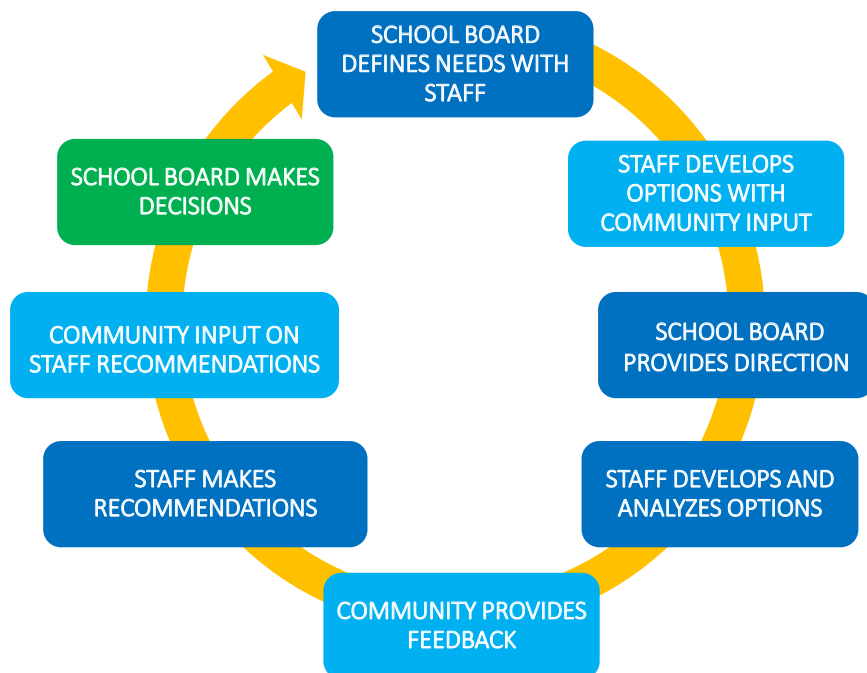


Figure 3-2: APS CIP Process



### *Capital Improvement Planning*

The Capital Improvement Plan (CIP) is one of the critical supporting documents to the Comprehensive Plan.

Currently, facility needs are prioritized primarily through the County and APS Capital Improvement Plan (CIP) processes which are developed separately. County CIP planning begins with the previously adopted 10-year CIP; APS uses the Arlington Facilities and Student Accommodation Plan (AFSAP) as their starting point. The AFSAP identifies decision points around the need and location for new seats and redistribution of students or programs. APS works with its Advisory Council on School Facilities and Capital Programs (FAC) and Budget Advisory Council (BAC) throughout the year and has a number of check-ins with the community on draft School CIP proposals to obtain comment. The County does not have a similar committee to FAC, and develops the draft CIP internally through many months of review, presentations and discussions by departments. Projects are ranked using criteria such as health / safety issue, legal mandate, protect / preserve a capital asset, project readiness, cost-savings benefit and essential component of a larger project. The County also receives input from many Commissions (e.g., Parks and Recreation Commission, Transportation Commission, Planning Commission, etc.). The County Board holds multiple work sessions and a public hearing on the draft CIP prior to adopting it. Despite these established processes, Study Committee and Resident Forum members concluded that the CIP development and adoption processes are not sufficiently transparent, that projects still surprise the community and that better coordination between the County and APS is needed. It is not clear how projects get included in the CIP, why others are not included and what constitutes the “universe” of possible projects

*“Surprises kill community ownership and buy-in.”*

### *Setting Priorities for Community Facilities*

The issue of the County and the Schools setting priorities for future funding and construction of public facilities has been a topic of discussion in all four of the Subcommittees. Neither the Comprehensive Plan, nor the County and School CIPs provide clear guidance on how projects are prioritized for inclusion in a CIP or for design or funding. This is particularly critical given that the competition for land and financial resources between school and other facility needs will only worsen with increased demand due to population growth and a shifting economic base. The Study Committee raised a number of concerns about the manner in which County and School community facility needs are identified, prioritized and funded. These concerns include a lack of knowledge by the community about what is needed and how specific projects are determined, missed opportunities to use land more efficiently, and the fact that the County and APS CIPs are not designed to strategically guide long-term plans for public facilities. The Study

*“Can there be an expedited process that is inclusive of the community?”*

Committee concluded that a priority setting process must be devised as a foundation for the proposed siting process (see below) and to improve utility of the CIP.

The priority setting process is designed to achieve four goals:

- Institutionalize better coordination between Schools and County and among the several County departments including development of criteria for prioritizing facility needs
- Improve the opportunity for public participation and input into the early stages of facility planning
- Bring together the information about ongoing demographic and economic changes in the County and Schools with the early planning and thinking about future facilities.
- Identify long-range strategic issues and their implications for facility needs and provide a basis for prioritizing candidates for inclusion in a future update of the CIP.

#### *Structure for Setting Priorities*

The Study Committee recommends that a three-level structure be used to create closer alignment between the County and Schools’ capital planning efforts and better community understanding of the full range of community facility needs including maintenance of existing facilities. The structure would consist of the Facility Strategic Planning Committee, a joint County/ APS Staff Team and a citizen commission, the County Facility Advisory Committee. Together, they would establish the initial list of public facility priorities, maintain an updated facility priority list and seek public comment on those priorities.

First, The Study Committee recommends the establishment of a County Board and School Board Facility Strategic Planning Committee comprised of two County Board and two School Board Members (with a rotating Chair). This committee would be tasked with achieving improved coordination and collaboration across County and School projects. Through regular meetings during the year (3-4 times per year), this Committee of the Boards would monitor and provide strategic guidance on public facility planning and funding processes. This guidance would be provided to staff and the full Boards for their ultimate deliberations and decision-making about budgets, the CIP, and specific projects, and would include:

- annual briefings on changing demographics, development projects, and real estate market performance, and other factors that may impact the County’s population and economic growth;
- review of future facility needs, and for Schools, the general geography of future needs;
- development of key strategies and aspirational themes that influence long-term public facility planning;

*“Joint planning would facilitate co-location, sharing of facilities, and increased collaboration which is needed to ensure maximized use of facilities.”*

- review of current projects and schedules offering guidance on project adjustments (i.e. timing changes, confirming or endorsing project details) should the need arise, including guidance on potential formal actions needed by each Board;
- evaluation of project scope and analysis for emerging facility project proposals (as part of the Needs Assessment and CIP Funding Process outlined below) and trade-offs including consideration of co-located facilities;
- review of priority options; and
- input from staff, a commission-based working group, and the community.

Second, a Joint County/APS Staff Team chaired by a senior person from the County Manager's office and including key facilities planning staff from APS and County departments would support the Facility Strategic Planning Committee. The staff person designated to lead the effort must be senior enough to provide direction and leadership to the rest of the team and be charged with taking a longer strategic view of needs. That longer term, strategic view of needs—in conjunction with a recognition and understanding of immediate priorities—is critical to ensuring a balanced view of capital needs.

Initial tasks for the Joint County/APS Staff Team would include developing a base of knowledge on existing public facilities and compiling a list of future needs from Comprehensive Plan elements and area plans. The Joint County/APS Staff Team would have responsibility to:

- develop, for consideration by the Facility Strategic Planning Committee and the community, criteria/considerations for assessing and prioritizing facility needs, including maintenance of existing facilities;
- coordinate/collaborate County and School projects, seeking partnerships where possible;
- monitor preparation and implementation of CIP;
- monitor development, demographic, and economic data and organize briefings for the Facility Strategic Planning Committee;
- oversee community civic engagement and communications related to public facilities; and,
- coordinate a new commission-based working group focused on community facilities.

Third, community involvement would be primarily achieved through a newly created Joint Facilities Advisory Commission (JFAC) which would seek input from the public as well as Commissions such as the Planning, Transportation and Housing Commissions. It is expected that JFAC members would be jointly appointed by the County Board and the School Board, similar to the

*“Engage the community earlier  
and sell the need.”*

*“Matching the demographic  
forecasting, we should have  
continuous planning to avoid  
sudden and piecemeal planning.”*

appointment of the Community Facility Study Committee. JFAC would be responsible for developing and annually updating/validating the criteria, or considerations, used to assess immediate, mid-term and long-term facility needs within categories of public facilities. The Commission would seek public input on these criteria as well as the project lists which would be derived from Plan elements, Sector and Area Plans and the adopted CIPs.

To be effective, this group should be composed of residents with civic participation experience rather than drawn (e.g., as liaisons or representatives) from existing commissions; membership should be diverse in terms of age, culture and County geography; and at least some members should have experience in planning, public finance, design and construction. The JFAC would seek input from other advisory commissions annually on respective public facility recommendations. Opportunities for broad citizen input would be developed for both the priority setting process and development of the CIP.

#### *Public Facility Needs Assessment*

In developing the initial master list of projected future needs, the staff committee and JFAC would review those facilities currently in the approved CIP, adopted Plan elements, and supporting documents of the Comprehensive Plan including adopted sector and area plans for different areas of the County. Some of the public facilities identified in plans are incorporated into the CIP while others are not included or are intended to be provided through private development projects. Finally, the needs assessment would also need to include facility needs not yet in plans identified by departments but identified through input from service providers and others. The master list would be updated annually.

The Study Committee recognizes that facility needs are driven by demographics and concludes that developing a consolidated list of County and School public facility needs is an essential input to the facility prioritization process. A number of questions should be considered in determining specific community facility needs, including the types of facilities needed for a growing population with changing demographics, the types of needs that require facilities to be distributed through the County or centralized, and the timing of needs. Appendix 5 includes a list of questions to be considered when assessing facility needs.

#### *Analysis*

Once a need has been identified, staff may develop alternatives for how the need could be addressed. A cost-benefit analysis could be performed to help assess alternatives. Options may range from building expansion, relocation of a program, a change in service level, to new construction. Options for new construction may entail rebuilding at an existing site or may require a new site, which would trigger the Siting Process (see description

below). The analysis would also incorporate policy guidance from the Facility Strategic Planning Committee, such as opportunities for co-location, which could include preliminary recommendations for complementary uses. Complementary uses could be additional community facilities identified through the needs assessment process or could be non-facility uses that provide public benefits or meet public goals. Once a recommendation for meeting a need is developed, the preferred option is eligible for inclusion in the CIP.

### *CIP Funding Prioritization Process*

Prioritization of facility needs is a crucial step that will guide the development of a CIP. The list of public facility needs should be evaluated as to how the need could be addressed; options could vary widely depending on priority and available funding. Fiscal considerations are a significant factor in determining which projects would be included in the 10- year CIP. Generally, projects in the near term CIP funding years (i.e., years 1-4) will have progressed through prior CIP cycles. Projects identified for out-year funding (i.e., years 5-10) would be informed by the needs assessment and related analysis. The School Board and County Board would each adopt their respective CIPs. Unfunded projects remaining on the needs assessment list would be reviewed again in future cycles.

The Study Committee felt strongly that JFAC should develop considerations for the different types of facilities to assist the JFAC and staff in developing project priority recommendations for consideration by the Facility Strategic Planning Committee and discussion with the community. Examples of these criteria and considerations are included in Appendix 5; the considerations could be weighted for a number of factors including the target population.

### *Siting Principles and Process*

One of the primary tasks of the Community Facilities Study is to propose “criteria and a process for siting any new County or School facilities or adding new or expanded uses to existing facilities or sites.” With limited land, limited financial resources and many facility projects in the queue, it is vital to establish a process that is thorough, open, and both consistent and flexible. The Study Committee, with input from the Resident Forum, developed siting principles and a four-stage siting process that improves upon current practices (Appendix 6). The siting process is intended to function as a project management tool to make siting decisions efficiently and effectively, and with ample community input.

*The key to a successful siting process is the existence of a master plan or a process for long-term coordinated planning of all facility needs.”*

*“The existing use of a site will often influence what is realistic and appropriate to achieve on that site.”*

*“The community should have a role in needs assessment. They should be involved from the outset.”*

The Study Committee is recommending the following six principles to guide all siting processes, recommendations, and decisions.

1. Be as transparent as possible: share information broadly and communicate regularly.
2. Time and funding are limited: undertake siting processes in a timely and cost-conscious manner.
3. Use resources efficiently: explore multiple-use facilities and designs that could be adaptable over time.
4. Balance County-wide and local needs.
5. Guide discussions and decisions with established plans, policies and goals.
6. Distribute facilities equitably across the County as much as possible.

The recommended siting process consists of four phases. In Phase 1, the project scope for the identified use and process will be established. This phase will determine siting requirements and considerations, a framework for how sites will be evaluated, the civic engagement process and communications plan, and the timeline for reaching a decision. In Phase 2, potential sites will be identified, evaluated, and refined to two or three options for further consideration. In Phase 3, design studies and analysis will be developed for the refined list of site options identified from Phase 2. The evaluation of these sites will inform the recommendation of a preferred option. In Phase 4, the County Board and/or School Board will consider the recommendation and confirm a final approach.

The siting process is intended to be flexible enough that it can be adapted to a variety of situations. It would primarily be used in situations when a known facility need requires a site, such as determining the location of a new school. The process could also be modified for situations when new use(s) will be determined for a known site has become available for development.

For more information on the Study Committee’s proposed siting principles and process, refer to Appendix 6.

Recommendations:

17. Create a formal, integrated strategic facility needs assessment and priority setting process for APS and the County with three elements:

- A Facilities Strategic Planning Committee consisting of two County Board and two School Board members;
- An integrated staff team including APS and all relevant County departments; and
- A Joint Facilities Advisory Commission

18. Implement the proposed Public Facility Siting Process



## Revamping the Community Dialogue

Arlington has always taken great pride in the level of civic participation in community matters. Both the County and APS have many advisory commissions and standing committees, and appoint special task forces and working groups to evaluate and make recommendations on specific matters. At the neighborhood and school level, 50+ civic associations and nearly three dozen PTAs provide a forum for participation, and to share information, respond to issues, and provide input and guidance to elected officials and Commissions. But, as Study Committee members noted, community processes require extensive time commitments and typically rely on in-person attendance for input. Reaching renters, the elderly, immigrants and non-English speaking individuals, as well as other groups, remains challenging for those managing community processes.

While these opportunities to participate in the civic life of the community are open to all, changing community demographics, economic pressures and competition for non-work time have resulted in fewer participants in all but the most controversial community processes. Neighborhoods and their populations differ markedly from each other and there is a lack of awareness of these differences. The County and Schools have made great progress in using technology to push information to the community. Project websites that maintain schedules, documents and announcements for major studies and community processes, targeted emails, Twitter, and other forms of social media make it possible for interested parties to keep in touch with project status. Technology simplifies information sharing, but pushing out information is not a replacement for dialogue. Furthermore, technology is not uniformly available to all in the community for a variety of reasons including cost. As a result, some segments of the community (e.g. the elderly and lower income residents) are under-represented in public processes and decision-making.

Process techniques have evolved as well, but they can require considerable time commitments. The Community Facilities Study benefitted from the input of the Resident Forum, citizens who volunteered to participate in the Study as individuals or representatives of civic associations, PTA's and other community groups. This model could be useful for other projects. Gallery walks, open houses, community forums and walking tours help achieve more effective two-way civic engagement; however, they too are most appealing to those with the time to participate. Tracking comments received from the public in a matrix or other format with an indication if the comments were incorporated or not and why is a good process practice that helps people feel like they have been heard.

Study Committee members, all with lengthy experience in County and/or School commissions and working groups, expressed concern that community processes have become less effective for a number of reasons:

- Participation requires significant amounts of volunteer and staff time, thus limiting who can participate;
- The same people tend to be active in multiple areas of civic life, which can lead to burn-out over time and doesn't allow for wider perspectives;
- A significant amount of information is pushed out through various means, but opportunities for meaningful discussion and comment are too few, and it is not always clear that public input is truly heard; and
- Many community processes require participants to come to the County or Schools as opposed to where people live or in convenient or transit-accessible locations.

Study Committee members expressed the desire for methods that make participation easier, earlier and more complete information sharing, clear and meaningful opportunities for public input, and use of both existing structures such as civic associations and PTAs and new groups that represent other segments of the community. They concluded that ongoing attention to civic engagement practices is necessary to ensure that the County engages all segments of the community, develops citizen leaders, provides information transparently and engages the public early in any process. Concerted efforts by County leaders in collaboration with civic leaders are needed to help achieve more unified perspectives and objectives so that Arlington residents are more willing to “pull in the same direction.”

#### Recommendations:

19. Examine communication processes and practices to reach new audiences and better disseminate information.
20. Improve opportunities for meaningful public participation, and make better use of the community's time and talents.
21. Continually experiment with new techniques for civic engagement and new channels of communication, particularly social media, to reach a diverse population.

4

**Next Steps**



# Chapter 4: Next Steps

## Implementation

The intent of this chapter is to bring together in a single place the actions that need to be undertaken to implement the findings and recommendations of the Community Facilities Study Committee.

Of utmost priority, the Committee appeals to the County Board and School Board to act on recommendations #17 and #18 as soon as possible. The Committee recognizes that establishing the proposed priority setting structure (#17) will take time and involve many people to determine the appropriate details for each entities' purpose and responsibilities, as well as constituting them before the complex work can start to identify facility needs. Similarly, if future facility projects that require siting or use determination processes are imminent, the proposed Siting Process (#18) should be institutionalized as soon as possible.

Beyond these two priorities, the remaining recommendations are organized by the suggested timeframe for the recommendation to be implemented by the County and/or Schools. Timeframes are proposed in several categories: those that can be implemented quickly (short-term: 6 - 12 months) while others have multiple elements to be completed and will take more time (mid-term: 1 – 3 years). Also, several recommendations are already underway or have been incorporated into business practices; others will need ongoing attention. The text shown in the *Additional Information* column suggests next steps and timing needed to implement the Committee's recommendations.

Following the list of recommendations, additional topics are suggested for further study that are related to the Study Committee's work but outside the scope of the Study Charge. There was a high degree of agreement among most participants that these efforts are critical to the future of Arlington.

### PRIORITY RECOMMENDATIONS

The following are considered to be the committee's primary recommendations and most important to act upon in the near term. By implementing these two recommendations, a foundational structure would be in place to guide the challenging work ahead to identify and prioritize public facility needs as well as establish a guiding process for the siting of future public facilities.

Challenge	Recommendation	Additional Information
Strategic facility planning and priority setting	(#17) Create a formal, integrated strategic facility needs assessment and priority setting process for APS and the County with three elements <ul style="list-style-type: none"><li>• a Facilities Strategic Planning Committee consisting of two County Board and two School Board members;</li><li>• an integrated staff team including APS and all relevant County departments; and</li><li>• a Joint Facilities Advisory Commission.</li></ul>	The Joint County/APS staff team and the Joint Facility Advisory Committee, will: <ul style="list-style-type: none"><li>• improve coordination and collaboration between the County and APS;</li><li>• establish and implement a process to identify facility needs early;</li><li>• raise awareness of needs with the community and provide opportunities for input;</li><li>• monitor demographic and economic data to influence decision making; and</li><li>• strategize alternative solutions before the CIP funding prioritization and specific siting processes begin.</li></ul>
	(#18) Implement the proposed Public Facility Siting Process	To implement the process, key County and School staff should be trained on the new siting process. Commissions involved in facility siting also should be briefed on the process and their role in siting new facilities. The siting process should be evaluated periodically to assess whether the process is achieving intended outcomes.

## RECOMMENDATIONS ALREADY UNDERWAY

The following recommendations reflect work that is already underway. See Appendix 2 for additional efforts that are underway.

Challenge	Recommendation	Additional Information
Dealing with changing demographics	(#7) Improve forecast and projection methods. <ul style="list-style-type: none"> <li>• Analysis of student generation factors (SGF) by different housing characteristics, including trends between 2010 and 2015;</li> <li>• Comprehensive demographic analysis of County population by age cohort;</li> <li>• Cohort component demographic model for County population forecasts;</li> <li>• Long-term (6-10 years) student population projection model; and</li> <li>• Trend reporting and best practices.</li> </ul>	Findings from this analysis will be presented in early 2016, at which time the details can be assessed and considered for implementation. This work will guide, in part, the public facility needs assessment described above with the <i>Priority Recommendations</i> .
	(#8) Improve cohort data research, particularly for millennials and those 65 and older, and use demographic factors to help define future facility needs.	Defining future needs for any age group requires better data than is available in non-Census years, including projections by age cohort. This information is particularly lacking for those aged 65 and older. In conjunction with additional work on population projections and school enrollment forecasts, County and APS staff is working with consultants to complete a comprehensive demographic analysis of Arlington's population by age cohort. Some of this analysis is underway as part of the consultant work described in #7 above.
A threatened commercial tax base	(#11) Step up marketing efforts to attract commercial office tenants.	Arlington Economic Development (AED) is completing a series of national marketing missions to recruit companies in targeted industries and is promoting Arlington at select national and international trade shows. In addition AED is reaching new companies and entrepreneurs through digital media and advertising partnerships and campaigns. These marketing efforts are programmed to raise Arlington's profile for business and tourism investment. AED is keeping the County Manager and County Board apprised throughout the year on its business recruitment, retention and tourism investment efforts.

## SHORT-TERM RECOMMENDATIONS

These recommendations are intended to be adopted or started within 6 to 12 months.

Challenge	Recommendation	Additional Information
A scarcity of land for public facilities	<p>Adopt the following policies to guide upcoming budget, CIP, and other public facility processes to address the challenge of limited land available for public facilities, and to emphasize that those efforts should be approached with a broader perspective than just considering the primary use of the site:</p> <ul style="list-style-type: none"><li>• (#1) Make maximum use (and reuse) of the public facilities we have, ensuring that existing space is efficiently used and that new space is adaptable for future purposes.</li><li>• (#2) Encourage joint or shared use of facilities, taking into account the operating characteristics of any existing use, such as open space.</li><li>• (#3) Build up, under and over rather than out to use land most efficiently</li><li>• (#4) Create “new” land by building over right-of-way and on top of structures such as parking garages.</li></ul>	
A threatened commercial tax base	(#12) Add an economic and fiscal impact section to private development (special exception/site plan and Form Based Code) project staff reports to provide information on the costs (e.g. the projected service demands and other costs to the community) and benefits (e.g. the taxes and other economic benefits) likely to be generated by a proposed project.	
	(#13) Amend the charge of the Economic Development Commission to include provision of a letter to the County Board regarding the economic impacts and benefits of each private development (special exception/site plan and Form Based Code) projects.	

### SHORT-TERM RECOMMENDATIONS

These recommendations are intended to be adopted or started within 6 to 12 months.

Challenge	Recommendation	Additional Information
A threatened commercial tax base	(#14) Convene a working group of the County and the business community to improve development review and permitting processes, reduce process and permit review time, and incorporate technology where appropriate, and to explore the possibility of delegating to the BIDS and other similar groups approval for temporary uses, and other similar types of activities that would otherwise need County approval and would help attract and retain businesses.	While convening a working group is a short term action, any outcomes of this effort would be assessed to determine the timing of implementation.
	(#16) Embark on a cost efficiency effort for public facilities and services in light of revenue challenges now and likely in the future, and bolster community awareness of key revenue and budget issues.	Among the questions that could be studied are the following: <ul style="list-style-type: none"><li>• Are we making full use of available technology?</li><li>• Are we relying more than necessary on 'bricks and mortar' locations for service delivery?</li><li>• Could equivalent results be achieved with lower expenditures?</li></ul>

### MID-TERM RECOMMENDATIONS

The following are categorized as mid-term recommendations, intended to be adopted or started in 1 to 3 years. These recommendations may take additional time and staff resources to research the issues more fully before adopting new policies or enacting specific implementation tools.

Challenge	Recommendation	Additional Information
A scarcity of land for public facilities	(#6) Establish a land acquisition fund to position the County to acquire parcels when they become available.	
Dealing with changing demographics	(#9) Develop strategies to retain the millennial population, specifically increasing the availability of “starter” housing (i.e. entry-level homeownership), child care, and pre-school.	
	(#10) Evaluate and enhance wrap around services, coordinating school and after-school needs.	
The need to revamp our communications dialogue	(#19) Examine communication processes and practices to reach new audiences and better disseminate information.	

## RECOMMENDATIONS DESIGNED TO IMPROVE CURRENT PRACTICES

The following recommendations should be adopted immediately and be employed on a continuous basis.

Challenge	Recommendation	Additional Information
A scarcity of land for public facilities	(#5) Collaborate with other jurisdictions to review whether opportunities exist for both facility and service sharing.	Arlington has a long history of regional collaboration and many examples of shared services (e.g., with the City of Falls Church). Recognizing that revenue and land challenges exist and are likely to continue, it is appropriate to collaborate with other jurisdictions to seek additional opportunities for increased collaboration and sharing arrangements, for both facilities and services, and to exchange information about best practices.
A threatened commercial tax base	(#15) Focus on a variety of housing to match the wide range of incomes and ages (e.g. age in place) in the County.	Some work on this subject is underway through implementation of the Affordable Housing Master Plan
The need to revamp our community dialogue	(#20) Improve opportunities for meaningful public participation, and make better use of the community's time and talents.	Members of the Study Committee expressed an interest in an examination of citizen participation and civic engagement practices in the County, and there was support from Study Committee and Resident Forum members for finding new ways to use the large number of civic leaders who have developed skills through experience in civic associations and school organizations. Among the issues/concerns to be addressed are: <ul style="list-style-type: none"> <li>• time commitment required for participation in a County or School community process;</li> <li>• transparent and timely information sharing;</li> <li>• meeting-focused nature of processes; and</li> <li>• insufficient opportunities for meaningful discussion and dialogue.</li> </ul>
	(#21) Continually experiment with new techniques for civic engagement and new channels of communication, particularly social media, to reach a diverse population.	

## Additional Studies

In the course of this Study, additional topics were raised that were outside of the scope of the charge, or required additional research or time for proper discussion. The Committee recommends that these emerging topics be explored further by the County Board and School Board and the community. Examination of these topics could further impact planning for public facilities and may provide better clarity on the County's vision for the future.

1. Periodically examine the County's development vision as expressed through the Comprehensive Plan

It is timely to review the County's overall vision to:

- assess public support for the current direction of the vision, as articulated by the Comprehensive Plan;
  - better understand the implications, costs and benefits of achieving the vision, particularly the General Land Use Plan, its growth goals and the associated forecasts for population and employment;
  - evaluate growth management strategies to meet the needs of the current and forecasted daytime and residential populations, including those related to housing; economic development; transportation; open space, parks and recreation; schools; health and social services; and emergency services;
  - assess the service and facility implications of alternative growth projections, both higher and lower; and
  - propose a timeline for future review cycles on average of 20-25 years.
2. Evaluate service and facility needs for those 65 and over, and develop new strategies and partnerships that allow for and encourage people to remain in the community as they age.

As the baby boomer generation (ages 51 to 69 in 2015) progresses in age, the number of Arlingtonians over age 65 is expected to greatly increase. It will be necessary to evaluate what facilities will be needed to serve this population, particular those over 85 and/or disabled.

3. Reevaluate the BLPC and PFRC processes

Given the significant facility needs facing the County and Schools in the coming years, this is an appropriate time to assess the purpose, roles and functions of the Building Level Planning Committee (BLPC) and the Public Facilities Review Committee (PFRC). Each entity carries out a role to assist with design and planning of school facilities. BLPC assists the School Board in providing optimal learning environments that are adaptable, energy efficient, environmentally sustainable, and provide adequate outdoor recreational space. Advisory to the County

Board, PFRC generally focuses on site design and how the specific school project (or other County facility) meets broader County policies and addresses local issues. In recent years each committee's role in the review of school projects has become blurred and could benefit from additional structuring of those roles. In addition, currently communication and coordination among the two entities does not exist and almost seems discouraged. An assessment of these groups, their roles and possible areas of collaboration/coordination would benefit future processes and projects.

#### 4. Need to unify disparate neighborhoods and population

Neighborhoods and their populations differ markedly from each other in many respects, and there is a lack of awareness of these differences. Concerted efforts by County leaders in collaboration with citizen leaders are needed to help achieve more unified perspectives and objectives so that Arlington residents are more willing to “pull in the same direction.”





**A**

## **Appendices**



# Appendix 1

## Arlington Community Facilities Study: A Plan for the Future

Adopted Charge | January 23, 2015

### PURPOSE

Build a consensus framework regarding future revenue and facility needs that will inform County and School Board decision-making related to meeting the community's requirements for additional school, fire station, vehicle storage sites and other facility needs in the context of Arlington's and the region's projected 5, 10 and 20 year economic and demographic growth.

### KEY QUESTIONS

- What are our facility needs for schools, fire stations, recreation, and transportation vehicle and other storage?
- How do we pay for these needs?
- What principles and criteria should we use to help us decide where to locate them?
- In the context of changing demographics and economics, what opportunities and challenges are there in our aging affordable and workforce multi-family housing stock?
- What do changes in the Federal government presence and the residential and private commercial marketplace mean for County revenues?

### CHARGE

The Study Committee is charged with:

1. Examining and, to the extent necessary, reconciling existing demographic and economic forecasts for 5, 10, and 20 years out to produce a single set of forecasts for both the County and Schools.
2. Identifying strategic community challenges that, if unaddressed, could threaten Arlington's overall sustainability (for example, significant school population growth, threats to our revenue base and any resulting operating budget challenges, constraints on borrowing, continuing losses of affordable and workforce housing, growing transportation facility demands (roads, transit, etc.), aging infrastructure, growing use of and demand for park and recreational facilities, growing needs for County services based on demographic trends).
  - a. Developing a detailed description of each challenge
  - b. Identifying the constraints and barriers to addressing identified challenges.
  - c. Developing alternative strategies to address identified challenges. Consideration should be given to finding more efficient ways to use existing facilities and sites, co-location of appropriate uses, and temporary or permanent use of private space.
3. Identifying Arlington's key facility assets and needs - County and Schools 5, 10 and 20 years out. This should be based upon an inventory of existing County and School physical assets.
4. Reviewing likely revenue projections, by source, for the next 20 years. This should be based on an analysis of trends in commercial and residential real estate values, as well as best estimates of federal and state aid. This part of the study should include a sensitivity analysis that presents three alternative futures – high, medium, and low growth

5. Proposing criteria and a process for siting any new County or School facilities or adding new or expanded uses to existing facilities or sites.

#### Study Committee

A Chair and Vice Chair will lead the Study Committee. Total additional membership shall be no greater than 22 Arlington residents and business owners. They, along with the Chair and Vice-chair, will be appointed by the County Board and the School Board.

Two County Board members and two School Board members will serve as liaisons to the Study Committee.

The Study Committee will have dedicated technical and communication staff support or consultants provided by the County and the school system.

#### Resident Forum

A Resident Forum open to all interested Arlingtonians will be established to aid the Study Committee in its work and provide the broadest possible community input to the Study Committee's recommendations. Any Arlington resident/employee/business owner is welcome to participate. Existing community groups (e.g civic associations, PTAs, not-for-profit organizations, condo associations) will be invited to send a participant and identify an alternate to the Forum. The Resident Forum will meet at least monthly with the Study Committee.

The Study Committee shall conduct a number of public education sessions with the Resident Forum designed to engage the broader community to key ideas and challenges associated with the Charge. Should the Study Committee establish working groups or subcommittees, membership may be drawn from the Resident Forum. As the work of the Study Committee moves to considering recommendations, the Resident Forum will serve as a sounding board.

#### Outreach

Outreach using multiple communication platforms and techniques in varied settings will be conducted across Arlington throughout the study. The Study Committee will seek to partner with existing organizations to maximize opportunities to share information and seek input.

Resources to support expert speakers, develop videos or other records of the proceedings, and communicate findings or support meetings in appropriate languages will be reasonably available.

#### Products and Timeline

The Study Committee shall report to the two boards in September 2015 and November 2015. Over the course of its work, the Study Committee will produce materials that are designed to guide the community's consideration of the key questions. Such materials could include:

- a. A report on demographic and economic forecasts, including an appendix that clearly presents the methodology and data sources.
- b. A draft report that details key challenges facing Arlington.
- c. An inventory of existing County and School physical assets and property and a projection of new facility needs based on demographic trends.
- d. A forecast of County revenue trends under a range of scenarios at 5, 10, and 20 years out.
- e. An analysis of best practices in public facility finance as applied to Arlington County

# Community Facilities Study Committee Members

**John Milliken, Chair**  
**Ginger Brown, Vice-Chair**

## **Economic Sustainability Subcommittee**

John Milliken  
Moirra Forbes  
Alan Howze  
Greg Greeley  
Bryant Monroe  
Kate Roche

## **Demographics Subcommittee**

Ginger Brown  
Jason Rylander  
Toby Smith  
Jackie Snelling  
Anne Steen  
Gabriela Uro

## **Facilities Subcommittee**

John Milliken  
Christer Ahl  
Hans Bauman  
Sal D'Itrii  
Saundra Green  
Kelly King  
Kathleen McSweeney  
Kirit Mookerjee

## **Siting Principles Subcommittee**

Ginger Brown  
Tyra Banks  
Carolina Espinal  
Lynn Pollock  
Tannia Talento

Several Resident Forum members specifically participated in the work of the subcommittees, including Carrie Johnson (Siting Principles) and Jane Siegel (Siting Principles).

# County and Arlington Public Schools Staff

## Core Team

Jennifer Smith, CPHD  
Matt Ladd, CPHD,  
Lisa Stengle, APS Information Services  
Susan Bell, Consultant  
Gabriela Acurio, CMO  
Jessica Margarit, CPHD  
Claude Williamson, CPHD

## Arlington Public Schools Staff

Dr. Patrick Murphy, Superintendent  
Helen Hartman, Information Services  
Duane Lomis, Information Services  
Amy Ramirez, Information Services  
John Chadwick, Facilities and Operations  
Meg Tuccillo, Facilities and Operations  
Lionel White, Facilities and Operations  
Scott Prisco, Facilities and Operations (former employee)  
Theresa Flynn, Instruction  
Mark Macekura, Instruction  
Connie Skelton, Instruction  
Linda Erdos, School and Community Relations  
Endia Holmes, Finance and Management Services  
David McCrea, Transportation Services

## Arlington County Staff

Mark Schwartz, Acting County Manager  
Robert Brosnan, CMO (former employee)  
Michelle Cowan, CMO  
Barbara Donnellan, CMO (former County Manager)  
Lynne Porfiri, CMO  
James Schwartz, CMO  
Alexander Iams, AED  
Victor Hoskins, AED  
Andrew D'huyvetter, CPHD  
Helen Duong, CPHD  
Joel Franklin, CPHD  
Elizabeth Hardy, CPHD  
Gizele Johnson, CPHD  
Bonnie Strang, CPHD  
Kevin Connelly, DES  
Greg Emanuel, DES  
Lisa Maher, DES  
George May, DES  
Mary Beth Chambers, DMF  
Emily Hughes, DMF

Loan Hoang, DMF  
Richard Stephenson, DMF  
Jason Friess, DMF  
Erik Beach, DPR  
Lisa Grandle, DPR  
Bethany Heim, DPR  
Irena Lazic, DPR  
Jane Rudolph, DPR  
Jack Belcher, DTS

### County Departments:

AED: Arlington Economic Development

CMO: County Manager's Office

CPHD: Department of Community Planning, Housing & Development

DES: Department of Environmental Services

DMF: Department of Management & Finance

DPR: Department of Parks & Recreation

DTS: Department of Technology Services

## Resident Forum

Dean Amel  
Nancy Anderson  
Jeffrey Ayer  
Jacqueline Baires  
Duke Banks  
Diana Baron  
Jennifer Bauer  
Bernard Berne  
Wayne Bert  
Theodore (Ted) Black  
Alexandra Bocian  
Sandra Borden  
Jennifer Bovair  
Esther Bowring  
Bill Braswell  
Patrick Brookover  
Anthony Brooks  
Steve Campbell  
Darnell Carpenter  
Jill Cesair  
Sandi Chesrown  
Michael Chiappa  
Lilith Christiansen  
Michael Cornfield  
Alisa Cowen  
Katie Cristol  
Annelise Dickinson  
Kate Dorrell  
Benjamin Eggert  
Katherine Elmore  
Barbara Englehart  
Richard Epstein  
Connie Ericson  
Craig Esherick  
Gretchen Fallon  
Pat Findikoglu  
Suzanne Finn  
Sandra First  
Charles Flickner  
Betsy Forinash  
Dan Fuller

Carol Fuller  
Glenn Geiger  
Herbert Giobbi  
Inez Gomez  
Emily S. Greco  
Mike Green  
Elizabeth Grossman  
Ronald Haddox  
Polly Hall  
James Hamre  
Ronald Haron  
Megan Haydasz  
Caroline Haynes  
Michelle Hejl  
Adam Henderson  
Juliet Hiznay  
Alice Hogan  
Paul Holland  
Caroline Holt  
Stephen Hughes  
Rebecca Hunter  
Nancy Iacomini  
James Johnson  
William Johnson  
Carrie Johnson  
Elizabeth Jones Valderrama  
Deborah Kames  
Takis Karantonis  
Linda Kelleher  
Meghan Keller  
Rick Kelly  
Allison Kennett  
Nancy Ketcham-Colwill  
Mariam Kherbouch  
Janet Kopenhaver  
Tina Kuklenski  
Christopher Kupczyk  
Jonn Lau  
Marsha Lederman  
Paul LeValley  
Gregory Lloyd

Gregory Lloyd  
Melissa Logsdon  
Daniel Lopez  
Diann Lynn  
René Madigan  
Elena Manville  
Maureen Markham  
Miles Mason  
Patricia McGrady  
Sarah McKinley  
Maura McKinley Tull  
Mark McLachlan  
Melissa Merson  
Kathy Mimberg  
Gregory Morse  
Joan McDermott  
Lisa Nisenson  
Liz Nohra  
Mitchell Opalski  
Seyda Ozpaker  
Nora Palmatier  
Carol Patch  
Emily Pattillo  
Marie Pellegrino  
Kim Person  
Robert Piester  
Michael Polovina  
Terri Prell  
Jim Presswood  
Adam Rasmussen  
Caroline Rogus  
Eric Rosner  
Doug Ross  
Mary Rouleau  
Greg Rusk  
Laura Saul Edwards  
David Savarese  
Elizabeth Schill  
Jane Scruggs  
Charles Self  
Barbara Selfridge

Steve Severn  
Sarah Shortall  
Laura Simpson  
Celia Slater  
John Snyder  
Stacy Snyder  
William Staderman  
Laurel Starkey  
Gary Steele  
Richard Stern  
Evan Thomas  
Michael Thomas  
Lois Thomas Koontz  
Cathryn Thurston  
Joan Trabandt  
Kathleen Trainor  
Alise Troester  
Erik VandeMeulebroecke  
Joshua Waldman  
Anita Wallgren  
Daniel Weir  
Judith Wheat  
Joe Wholey  
Bruce Wiljanen  
Tina Worden

Over 260 community members signed up to participate as part of the Resident Forum and some asked that their names not be published.

A special thanks to Carrie Johnson and Nancy Iacomini for sharing their knowledge and past experiences on public facility efforts with the community.

## Appendix 2

### County and APS Efforts Already Underway

#### *Schools and County Collaboration*

- County and Schools senior staff members have increased their collaborative efforts to discuss issues pertaining to future projects among themselves and with community groups such as the Advisory Council on School Facilities and Capital Programs (FAC) and South Arlington Working Group.
- County and Schools are entering a second phase of work with the consultant team that reviewed the school projection and population forecast methodologies as part of the Community Facilities Study. This second phase will test out proposed refinements to the methodologies. This work is expected to wrap up after the Community Facilities Study is complete, and the results will be shared with the County Board, School Board, and the public.
- County staff have assembled a detailed database of housing units with a variety of additional housing characteristics and have shared this data with Schools staff. Schools staff will use this data to monitor and analyze school enrollment trends for different housing characteristics. The consultant team will perform an initial analysis and provide recommendations for future process improvements for enrollment projections.
- The County and Schools have completed a Memorandum of Understanding that will allow Schools staff to share aggregated student data with County staff for planning purposes while protecting individual student privacy.
- The County and Schools have developed a timeline for consistently exchanging housing, development, and demographic data on an annual basis.
- The County and Schools have collaborated on the “Find Your School” web application to help APS staff and parents find their assigned neighborhood schools by searching for a prospective street address.
- Schools will provide County staff with estimates of the number of students that will be generated by Site Plan, Use Permit, and Form Based Code applications.

#### *Increasing Transparency*

- Schools will continue to publish and post the ten year enrollment projections to the APS website annually. In addition, this fall, Schools will release its first Annual Projections Report to provide greater detail and transparency around the projection process in a concise easy to read document. The Annual Projections Report will incorporate “Enrollment over Time” which was requested by the Study Committee.
- Schools are preparing to move to a new web hosting site that will go live for the 2016-17 school year. Over the course of the next year, APS will align the website resources with the Annual projections report.
- The County has created a web page that details its process for forecasting the County’s population and employment.

#### *Other Accomplishments*

- At the recommendation of the consultant team, the APS Director of Facilities Planning attended the Davis Demographic and Planning Annual conference Population Association of America Annual Meeting earlier this spring to gain advanced training on:
  - demographic analysis, long-range planning, and GIS software applications for K-12 school districts, and
  - redistricting, forecasting, and mapping software.
- The APS Department of Facilities and Operations has hired additional staff to increase its capacity to project

student enrollment and plan for new facilities.

- The Department of Community Planning, Housing and Development launched initiatives to provide more efficient planning and permitting review processes.
- The Arlington Economic Development office was allocated additional funding in the FY 2016 Budget for marketing and promotional purposes to reduce office vacancy levels.
- The Arlington County Zoning Ordinance was amended in 2015 to lengthen the duration of short-term indoor and outdoor events and activities.

# Appendix 3

## Facility Inventory

1. APS Facilities
2. County Facilities
3. Park and Natural Resources
4. Map of Parcels Owned by County Board and School Board
5. Map of County-Owned Facilities, by Category

APS Facilities  
prepared 5.21.15

Arl. Quad.	Facility	Year Built	Year Renovated	Acres	2015				2019		Comments
					Gross Bldg. Area (SF)	Use	Capacity	Projected*	Relocatable Classrooms	Capacity	
Elementary Schools											
NE	Arl. Science Focus	1953	2001	6.6	68,127	Elementary School	553	640	4	553	675
NE	Jamestown	1953	2004	11.0	75,899	Elementary School	597	536	4	597	522
NE	Key	1968		4.7	84,437	Elementary School	653	752	4	653	782
NE	Long Branch	1973		2.3	70,754	Elementary School	533	569	2	533	633
NE	Taylor	1947	1994	5.5	80,428	Elementary School	659	701	6	659	718
	NE Total						2,995	3,198	20	2,995	3,330
NW	Arl. Traditional	1926	2003	7.8	77,261	Elementary School	465	502	1	465	454
NW	Ashlawn	1956	2014	7.1	97,934	Elementary School	684	754	2	684	894
NW	Barrett	1939	2001	7.1	75,672	Elementary School	576	532	4	576	534
NW	Discovery	2015		7.3	96,903	Elementary School	630	543	0	630	645
NW	Glebe	1971	2004	7.0	82,889	Elementary School	510	618	6	510	581
NW	McKinley	1951	1995	7.7	57,360	Elementary School	443	532	14	684	555
Does not reflect boundary changes made for 2015/16 and 2016/17; 2016 addition will increase capacity by 241 students; 2015 relocatable classrooms added to compensate for spaces unavailable during construction											
NW	Nottingham	1952	2006	9.0	70,944	Elementary School	513	568	10	513	636
NW	Reed	1938	2008	10.9	61,504	Integration Station, PreK	0	60	0	0	60
NW	Tuckahoe	1954	1999	6.6	69,685	Elementary School	545	597	10	545	602
	NW Total						4,366	4,706	47	4,607	4,961
SE	Drew	1964	2001	8.4	100,815	Elementary School	674	705	0	674	759
SE	Henry	1975		4.2	61,488	Elementary School	463	553	4	463	641
SE	Hoffman-Boston	1915	1999	8.8	108,135	Elementary School	566	548	0	566	630
SE	Oakridge	1950	1999	8.2	79,305	Elementary School	674	789	6	674	875
	SE Total						2,377	2,595	10	2,377	2,905
2017 addition will increase capacity by 136 students											
SW	Abingdon	1950	1991	9.8	88,413	Elementary School	589	687	4	725	793
SW	Barcroft	1924	1992	5.2	68,700	Elementary School	460	592	10	460	643
SW	Campbell	1995	2002	9.1	71,919	Elementary School	436	421	2	436	432
SW	Carlin Springs	2001		4.2	86,745	Elementary School	585	568	4	585	542
SW	Claremont	1952	2003	15.0	76,038	Elementary School	599	766	6	599	787
SW	Randolph	1947	1993	7.3	70,880	Elementary School	484	501	2	484	563
	SW Total						3,153	3,535	28	3,289	3,760
ES	Elem Total						12,891	14,034	105	13,268	14,956

Projected Fall Enrollment

within existing capacity  
higher than capacity, within 10%  
more than 10% above capacity

\* Based on Enrollment Projections (November 7, 2014)

APS Facilities  
prepared 5.21.15

Arl. Quad.	Facility	Year Built	Year Renovated	Acres	Gross Bldg. Area (SF)	2015			2019			Comments	
						Use	Capacity	Projected*	Relocatable Classrooms	Capacity	Projected*		
Middle Schools (MS)													
	Gunston	1959	2001	20.0	209,212	Middle School	932	937	0	932	1,258		
	Jefferson	1972		8.6	219,070	Middle School	982	888	1	982	1,111		
	Kenmore	2005		32.2	206,188	Middle School	985	949	0	985	1,139		
	Strafford	1950	2006	8.8	140,603	Secondary School, Special Needs Secondary School	227	227	0	1,000	-	2015 location for H-B Woodlawn and Stratford Program, 2019 addition will create new MS	
	Swanson	1939	2005	7.8	132,158	Middle School	948	1,035	6	948	1,210		
	Williamsburg	1955	2004	17.7	170,865	Middle School	997	1,131	12	997	1,373		
	Wilson	-	-	2.6	TBD	Educational	-	-	-	275	227	2019 new facility for H-B Woodlawn and Stratford Program	
MS	Middle School Total						5,071	5,167	19	6,119	6,318		
High Schools (HS)													
	Strafford	See MS	See MS	See MS	See MS	Secondary School, Special Needs Secondary School	390	397	0	-	-	2015 location for H-B Woodlawn and Stratford Program	
	Wakefield	2013		38.2	404,000	High School	1,903	1,810	0	1,903	2,259		
	Washington-Lee	2008		22.6	329,376	High School	1,900	2,213	8	2,200	2,637	2015 adding 300 seats through interior modifications	
	Yorktown	2010		12.3	364,142	High School	1,879	1,758	0	1,879	2,125		
	Wilson	-		See MS	See MS	-	-	-	-	500	397	2019 new facility for H-B Woodlawn and Stratford Program	
HS	High School Total						6,072	6,178	8	6,482	7,418		
Other Owned Facilities													
	Arlington Mill	-	-	N/A	N/A	Secondary School, Adult Ed	-	152	-	-	234	Sept. 30, 2014 membership is 327 students (including 214 adult students); located at Career Center site	
	Career Center	1968		7.9	165,000	Vocational and Day Care	-	-	-	-	-	Currently 459 students	
	Langston	2003		4.0	46,786	Secondary School, Adult Ed	-	63	-	-	207	Sept. 30, 2014 membership is 64 students (including 3 adult students)	
	Education Center	1970		See W-L HS	55,130	Office	-	-	-	-	-		
	EC Planetarium	1970		See W-L HS	2,500	Planetarium	-	-	-	-	-		
	Facilities Warehouse	1965	1991	6.0	75,000	Office, Shops, Warehouse	-	-	-	-	-		
	Outdoor Lab	2008		N/A	4,900	Nature Center	-	-	-	-	-	located in Lamberts Gap, VA	
Leased Facilities													
	Syphax Education Center			Lease	26,900	Office	-	-	-	-	-	Sequoia Plaza; 2017 lease term	
	New Directions			Lease	11,217	Instruction	-	-	-	-	-	Wilson Blvd., Clarendon; 2025 lease term	
	Parking spaces			Lease	N/A	Staff Parking	-	-	-	-	-	Annual lease term; Located at Career Center site	

**Projected Fall Enrollment**

within existing capacity  
higher than capacity, within 10%  
more than 10% above capacity

\* Based on Enrollment Projections (November 7, 2014)



	Building Name	Address	Zip Code	GSF	Year Built	Renov./Addn.	Bldg. Ht. Stories	Bldg. Ht. Ft.	Primary Use	Ownership	Use 2	Use 3	Storage	Notes
	COUNTY ADMINISTRATION													
1	Arlington Economic Development	1100 N. Glebe Rd.	22201	16,115	1991		1, in 16 story building	201	County Administration	Leased			160	
2	Court Square West	1400 N. Uhle St.	22201	46,286	1966		7		County Administration	County				10,000 s.f. vehicle storage
3	Courthouse Plaza	2100 Clarendon Blvd.	22201	234,937	1988		10		County Administration	Leased	Library	Storage	4,287	
4	Courts Police Building	1425 N. Courthouse Rd.	22201	325,000	1995		14		County Administration	County			9,100	
	COUNTY OPERATIONS													
5	Arl. Transportation Partners-Commuter Info. Ctr.	1501 Wilson Blvd.	22209	11,132	1967		1, in 12 story building	131	County Operations	Leased				
6	Arlington County Detention Facility	1435 N. Courthouse Rd.	22201	325,115	1991		12		County Operations	County				
7	ART House I	3175 S. Eads Street (north lot) formerly 2900 Jefferson Davis Hwy.	22202	800	2016		0		County Operations	County	Storage (buses)			(ART House I & ART House II combined will be known as the ART House CNG Maintenance Facility- construction to begin May 2015 with estimated completion date of April 2016) (parking facility deconstructed in 2013)
8	ART House II	3201 S. Eads Street (south lot) (formerly 2910 Jefferson Davis Hwy.)	22202	1,732	2016		1		County Operations	County	Storage (buses)			
9	Bluemont Park Ranger Station	601 N. Manchester St.	22203	1,836			1		County Operations	County				
10	Commuter Store Kiosk-Ballston	4230 Fairfax Dr.	22203	176	1989		1, standalone		County Operations	Leased				
11	Commuter Store-Crystal City	1686 Crystal Sq. Arcade	22206	842			1		County Operations	Leased				
12	Commuter Store-Rosslyn	1810 N. Moore St.	22209	900	2015		1, in Rosslyn Metro Sta.		County Operations	Leased				
13	Cultural Affairs Building	3700 S. Four Mile Run	22203	26,234	1947	2001	1 + partial 2nd floor		County Operations	County			Minimal	Cultural Affairs has 17K SF, the rest is DPR Sports & Rec offices
14	Equipment Bureau	2701 S. Taylor St.	22201	38,200	1983		2		County Operations	County				
15	Fire Prevention HQ	1020 N. Hudson St.	22201	28,212	1965		4 (limited 1st floor)		County Operations	County				
16	Fire Training Academy	2800 S. Taylor St.	22206	10,150	1991		2		County Operations	County				
17	Police Impound Lot	4250 29th St. S.	22206	2,410	2007		1		County Operations	County				
18	Shirlington Bus Station	2975 S. Quincy St.	22203	1,456	2008		1		County Operations	County				
19	Solid Waste/Traffic Engineering Building	4300 29th St S.	22206	20,833	1988		1		County Operations	County				
20	Star Program	2300 9th St. S.	22204	2,010	1970		1, in 7 story building		County Operations	Leased				
21	Trade Center Fuel Island	4252 28th St. S.	22206	500	1991		1		County Operations	County				Formerly 4260 South 28th Street
22	Vehicle Wash	4260 28th St. S.	22206	2,240	2008		1		County Operations	County				
23	Water Pollution Control Plant	3402 S. Glebe Rd.	22202	740,003			0-6		County Operations	County	Storage			53 facilities on site
24	Water, Sewer and Streets Administration	4200 28th St. S.	22206	18,360	1989		2		County Operations	County				
25	Department of Parks and Recreation Building	2700 S. Taylor Street	22206	34,000	2006		2		County Operations	County				
	FIRE STATIONS													
26	Fire Station #1	500 S. Glebe Rd.	22204	13,500	1991		1		Fire Station	County				
27	Fire Station #2	4805 Wilson Blvd.	22203	11,900	1976	2001	1		Fire Station	County				
28	Fire Station #3	4100 Old Dominion Dr.	22205	14,474	2010		2		Fire Station	County				
29	Fire Station #4	3121 10th St. N.	22201	20,385	1963	1997	1		Fire Station	County				
30	Fire Station #5	1750 S. Hayes Street	22202	11,957	2005		2		Fire Station	County				
31	Fire Station #6 (Falls Church)	6950 N. Little Falls Rd.	22213	18,236	2000		2		Fire Station	Falls Church				
32	Fire Station #7	3116 S. Abingdon St.	22207	3,010	1983		1 + basement		Fire Station	County				
33	Fire Station #8	4845 Lee Hwy.	22207	8,160	1963		1 + basement		Fire Station	County				
34	Fire Station #9	1900 S. Walter Reed Dr.	22204	14,118	1956	2000	1 + basement		Fire Station	County				
35	Fire Station #10	1559 Wilson Blvd.	22209	11,539	1960		1 + basement		Fire Station	County				



	Building Name	Address	Zip Code	GSF	Year Built	Renov./Addn.	Bldg. Ht. Stories	Bldg. Ht. Ft.	Primary Use	Ownership	Use 2	Use 3	Storage	Notes
	HUMAN SERVICES													
36	3rd St. Program House	5409 3rd St. S.	22204	1,500	1944		1		Human Services	County				
37	Argus House	1527 Clarendon Blvd.	22209	7,992	1991		2		Human Services	County				
38	Arlington Childcare Center	1915 N. Uhle. St.	22201	3,425	1988		1		Human Services	County				
39	Clarendon Club House	3141 N. 10th St.	22201	4,500	1990		1		Human Services	County				
40	Community Residences	1212 S. Irving St.	22204	2,648	1924		2		Human Services	County				
41	Culpepper Garden	4435 N. Pershing Dr.	22203	8,420			1, in 9 story building		Human Services	Leased				
42	Gates of Ballston	4108 4th St. N.	22203	1,560	1940		2		Human Services	Leased				
43	Independence House	1727 Fairfax Dr.	22209	16,500	2016		2 + basement		Human Services	County				Per Site Plan #432 approved 2/2015. New address will probably be 1300 N. Rhodes St.
44	Residential Program Center	1554 Columbia Pike	22204	20,864	1994		2		Human Services	County				
45	Sequoia Plaza	2100 Washington Blvd.	22204	217,482	1987		4 + partially finished basement		Human Services	Leased				
46	Sullivan House	3103 9th Rd. N.	22201	15,000	1964	1998	3		Human Services	County				
47	The Thomas Building	2020 14th St. N.	22201	78,321	1966	2015	7 +1 mechanical/electrical penthouse		Human Services	County	County Operations		1,500	24,990 sf is Homeless Services Center
	CLOSED FACILITIES OR CLOSURE IMMINENT													
48	1800/DHS (Closed)	1800 N. Edison St.	22209	18,975	1945		2		In Transition	County				
49	1800/DHS Lab (Closed)	1800 N. Edison St.	22209	2,405	1945		1		In Transition	County				
50	1810/DHS	1810 N. Edison St.	22209	14,001	1945		1 + 2 basements		In Transition	County				
51	Artisphere	1101 Wilson Blvd.	22209	54,396	1988	2010	*occupies 3 floors (6,8,9)		In Transition	Leased			1,000	
52	Drewry Center	1725 N. George Mason Dr.	22205	35,216	1961	1978	2		In Transition	County				
53	Emergency Winter Shelter	2049 15th St. N.	22201	12,360	1949		3 + basement		In Transition	County				
54	Fenwick Center	800 S. Walter Reed Dr.	22204	24,000	1973	2005	2		In Transition	County				
55	George Mason Center	1801 N. George Mason Dr.	22204	26,180	1964	2006	2		In Transition	County				
	LIBRARIES													
56	Aurora Hills Library/Rec Center/Storage	735 18th St.S.	22202	11,997	1975		1		Library	County	Recreation /Cultural	Storage		Storage 4,100 s.f., library 6,023 s.f., rec ctr. 1,874 s.f.
57	Central Library	1015 N. Quincy St.	22204	91,322	1959	1992	2		Library	County				
58	Cherrydale Library	2190 Military Rd.	22207	5,500	1961		1 + mezzanine		Library	County				
59	Columbia Pike Library	816 S. Walter Reed Dr.	22204	11,512	1975		2		Library	APS				
60	Glencarlyn Library	300 S. Kensington St.	22204	4,200	1963		1		Library	County				
61	Shirlington Library/Signature Theatre	4200 Campbell Ave.	22206	70,891	2007		4		Library	County	Recreation /Cultural			
62	Westover Library	1644 N. McKinley Rd.	22204	16,689	2009		1		Library	County				
	PARKING GARAGES													
63	Arlington County Detention Facility Garage	1435 N. Courthouse Rd.	22201	81,900	1991		2 below grade		Parking Garage	County				
64	Arlington Mill Community Center Garage	909 S. Dinwiddie St.	22204	49,350	2013		2		Parking Garage	County				
65	Ballston Garage	627 N. Glebe Rd.	22203	271,500	1951		6		Parking Garage	Leased				
66	Barcroft Sports Complex Garage		22204	48,000	1999		3		Parking Garage	County				
67	Court Square West Garage	1400 N. Uhle St.	22201	16,000	1966		4 below grade		Parking Garage	County				
68	I-66 Garage	15th St. N. & N. Stafford St.	22207	320,535	1981		3		Parking Garage	Leased				382 spaces
69	The Thomas Building Parking Garage	2020 14th Street N.	22201	60,000	1966		3 below grade		Parking Garage	County				124 spaces below grade
70	Trade Center Parking Garage	2881 S. Taylor St.	22206	110,436	2007		2 above/below grade		Parking Garage	County	Storage		53,700	vehicle storage



	Building Name	Address	Zip Code	GSF	Year Built	Renov./Addn.	Bldg. Ht. Stories	Bldg. Ht. Ft.	Primary Use	Ownership	Use 2	Use 3	Storage	Notes
	RECREATION/CULTURAL													
71	Arlington Arts Center	3550 Wilson Blvd.	22201	17,532	2003		3		Recreation/Cultural	County				
72	Arlington Mill Community Center	909 S. Dinwiddie St.	22204	135,875	2013		5		Recreation/Cultural	County				
73	Barcroft Sports Complex	4200 S. Four Mile Run Drive	22204	30,000	1999		1 + mezzanine		Recreation/Cultural	County				
74	Carlin Hall	5711 4th St. S.	22204	2,816	1892	2013	1 + partial basement/attic		Recreation/Cultural	County				
75	Carver Community Center	1415 S. Queen St	22204	6,208	1932		1		Recreation/Cultural	County				RPC 33006027
76	Charles Drew Community Center	3500 23rd St. S.	22206	7,956	1944		1		Recreation/Cultural	APS				RPC 31026011
77	Dawson Terrace Rec. Center	2133 N. Taft St.	22201	4,112	1785	1970	2 in original house; 1 in Rec Center		Recreation/Cultural	County				
78	Fairlington Recreation Center	3308 S. Stafford St.	22206	36,688	1944		1 + partial basement		Recreation/Cultural	County				
79	Fort CF Smith Main House	2411 24th St. N.	22207	2,900	1901	1999	2		Recreation/Cultural	County				
80	Gulf Branch Nature Center	3608 Military Rd.	22204	3,710	1921		2		Recreation/Cultural	County				
81	Gunston Bubble	2700 S. Lang St.	22202	4,000	1998		1		Recreation/Cultural	County				APS owns the land. County owns the bubble
82	Gunston Community Center/Theater Facilities	2700 S. Lang St.	22202	23,500	1956	2002	2		Recreation/Cultural	APS	Recreation /Cultural	Schools	0	Combine line items 55 through 58 and use 1956
83	Langston Brown Community Center	2121 N. Culpeper St.	22207	33,762	2002		3		Recreation/Cultural	APS				
84	Lee Community Center	5722 Lee Hwy.	22207	12,336	1925	2001	2		Recreation/Cultural	County			0	3500 SF is used by Cultural Affairs for print making & ceramics studio
85	Long Branch Nature Center	625 S. Carlin Spring Rd.	22209	3,560	1940		1 + mezzanine		Recreation/Cultural	County				
86	Lubber Run Amphitheater	200 N. Columbus St.	22203	1,346	1968	1991	1		Recreation/Cultural	County				AED uses for storage of scenery & stage equipment
87	Lubber Run Recreation Center	300 N. Park Dr.	22203	19,302	1956		2		Recreation/Cultural	County				
88	Madison Recreation Center	3829 N. Stafford St.	22207	34,250	1948		2		Recreation/Cultural	County				
89	Rosslyn Spectrum Theater	1601 N. Kent St.	22209	7,840	1966	1997	2, in 11 story building		Recreation/Cultural	Leased			500	
90	Thomas Jefferson Community Center	3501 2nd St. S.	22204	15,125	1972		1		Recreation/Cultural	APS				
91	Walter Reed Community Center	2909 16th St. S.	22204	24,293	2006		2-1 + basement (electrical/mechanical)		Recreation/Cultural	County				
	STORAGE													
92	ART House III Operations Center & Warehouse	2900 S. Eads St.	22202	29,131	1959		1		Storage	County	County Operations			Storage 24,500 s.f., Operations 4,631 s.f.
93	Butler Building (Water Pollution Control Plant)	3180 S. Eads St.	22202	4,200	2007		1		Storage	County				
94	DES Garage Bays (old Public Works Garage)	4250 28th St. S.	22206	11,042	1950		1		Storage	County			12,400	Vehicle storage/access, to be demolished
95	Fort CF Smith Tractor Barn	2411 24th St. N.	22207	600	1982		2		Storage	County				
96	Motorola Building	2701 S. Nelson St.	22206	5,940	1965		1		Storage	County			5,100	vehicle storage, to be demolished
97	North Arlington Salt Dome	Old Dominion Drive	22207				1		Storage					
98	Oakland Street Warehouses	2704 - 2706 S. Oakland St.	22206	10,000	1952		1		Storage	County				
99	OLD Signature Building	3806 S. Four Mile Run Dr.	22206	12,278	1950		2		Storage	County			12,278	Storage, to be demolished
100	Sign Warehouse	4290 29th St. S.	22206	330	2007		2.5		Storage	County				Originally shown as 2,480 s.f.
101	Trades Center Chain Shop	4270 28th St. S.	22206	2,346	1950		1		Storage	County				To be demolished
102	Traffic Engineering Warehouse	4280 29th St. S.	22206	3,630	2007		1.5		Storage	County			5,900	Vehicle & General storage
103	Water Control Center	4202 28th St. S.	22206	5,226	1950		1		Storage	County			15,200	vehicle access
104	Water, Sewer and Streets Warehouse	4202 28th St. S.	22206	13,700	1989		2		Storage	County				
105	Woodmont Center	2422 N. Fillmore St.	22207	44,496	1971		3		Storage	County	Human Services	Recreation/Cultural	16,250	general storage
	Total Square Footage			4,322,365										



## Parks and Natural Resources

prepared 10.16.15

Park Name	Park Address	Acres
1101 Lee Highway	1101 Lee Highway	0.61
18th Street North and North Lincoln Street Park	18th Street North and North Lincoln Street	0.12
19th Road South Park	19th Road South	0.61
21st Street North and North Potomac Street Park	2001 North Potomac Street	0.21
21st Street North and North Stafford Street Park	2045 N Stafford ST	0.27
23rd Street South and South Eads Street Park	501 23rd ST S	0.07
Alcova Heights Park	901 South George Mason Drive	12.24
Allie S. Freed Park	2465 South Culpeper Street	12.48
Andrew Ellicott Park at the West Cornerstone	2824 Arizona Street	0.17
Arlington Forest Park	4801 Arlington Boulevard	1.04
Arlington Heights Park	9th Street South and South Irving Street	0.28
Arlington Mill Community Center	4975 Columbia Pike	2.10
Arlington View Park	1105 South Queen Street	0.13
Aurora Hills Community Center	735 18th Street South	2.91
Bailey's Branch Park	990 South Columbus Street	1.62
Ball-Carlin Cemetery	300 South Kensington Street	0.22
Ballston Pond Park	4747 North Fairfax Drive	6.67
Barcroft Park	4200 South Four Mile Run Drive	62.61
Benjamin Banneker Park	1701 North Van Buren Street	12.10
Bicentennial Garden	Arlington Mill Drive	0.15
Big Walnut Park	1915 North Harrison Street	1.61
Birch-Payne Cemetery	2700 North Sycamore Street	0.34
Bluemont Junction Park	744 North Emerson Street	23.59
Bluemont Park	601 North Manchester Street	50.60
Bon Air Park	850 North Lexington Street	20.99
Broyhill Forest Park	3510 North Utah Street	0.50
Butler Holmes Park	101 South Barton Street	2.13
Carlin Hall Community Center	5711 4th Street South	0.40
Central Park	3140 Wilson Boulevard	0.72
Charles A. Stewart Park	2400 North Underwood Street	3.99
Cherry Valley Park	1731 North Quincy Street	9.84
Cherrydale Park	2176 North Pollard Street	0.90
Chestnut Hills Park	2807 North Harrison Street	4.21
Clarendon Station Park	1300 N Vermont ST	0.37
Cleveland Park	1030 S Cleveland ST	0.14
Dark Star Park	1655 North Fort Myer Drive	0.65
Dawson Terrace Community Center and Park	2133 North Taft Street	3.50
Doctors Run Park	1301 South George Mason Drive	5.82
Donaldson Run Bike Trail	4712 26th ST N	6.45
Donaldson Run Park	4628 26th ST N	30.16
Douglas Park	1718 South Quincy Street	6.57
Drew Park	3500 24th Street South	1.71
Eads Park	2730 South Eads Street	4.39
East Falls Church Park	1730 North Roosevelt Street	4.05
Edison Park	213 North Edison Street	0.39
Fairlington Community Center and Park	3308 South Stafford Street	8.18
Fields Park	825 N George Mason DR	2.47
Fillmore Park	33 North Fillmore Street	5.14
Fort Barnard Heights Park	2448 24th Road South	0.65

Park Name	Park Address	Acres
Fort Barnard Park	2101 South Pollard Street	3.60
Fort Bennett Park and Palisades Trail	2220 North Scott Street	10.54
Fort C.F. Smith Park	2411 24th Street North	19.04
Fort Ethan Allen Park	3829 North Stafford Street	14.77
Fort Myer Heights Park	1400 North Fort Myer Drive	0.87
Fort Reynolds Park	4585 31st Street S	0.80
Fort Scott Park	2800 Fort Scott Drive	11.31
Four Mile Run Park	3100 South Glebe Road	23.24
Foxcroft Heights Park	801 S Oak Street	0.15
Garfield Street & RT 50	6 South Garfield Street	0.23
Glebe and Randolph Park	615 North Glebe Road	0.65
Glebe Road Park	4211 North Old Glebe Road	9.87
Glencarlyn Park	301 South Harrison Street	100.11
Greenbrier Park	2700 North Greenbrier Street	14.51
Gulf Branch Nature Center and Park	3608 North Military Road	27.00
Gum Ball Park	3715 7th Street North	0.31
Gunston Park	1401 28th Street South	6.23
Halls Hill/High View Park	4998 Lee Highway	0.48
Hayes Park	1516 North Lincoln Street	2.87
Henry Clay Park	3011 7th Street North	1.53
Henry Wright Park	4350 4th Street N	0.66
Herselle Milliken Park	820 North Lincoln Street	0.42
High View Park	1938 North Dinwiddie Street	2.73
Hillside Park	1601 North Pierce Street	1.37
Holmberg Park	3756 North Upland Street	0.90
I-66 Parking Garage	15th Street North and North Quincy Street	2.51
Isaac Crossman Park at Four Mile Run	1900 Westmoreland Street	2.84
James Hunter Park	1299 North Herndon Street	0.75
James W. Haley Park	2400 South Meade Street	2.57
Jamestown Park	3618 N Dickerson Street	4.73
Jennie Dean Park	3630 27th Street South	12.22
John Marshall Greenway	John Marshall Drive and North Ohio Street	2.19
Kirkwood Road Neighborhood Park	North Kirkwood Road	0.42
Kirkwood Road Park	1950 Kirkwood Road	2.44
Lacey Woods Park	1200 North George Mason Drive	13.86
Lang Street Community Gardens	2815 S Lang Street	1.20
Lee Community Center and Park	5722 Lee Highway	2.14
Lee Heights Park	2400 North Taylor Street	2.10
Long Bridge Park	475 Long Bridge Drive	29.30
Lubber Run Park	300 N Park Drive	30.49
Lucky Run Park	2620 South Walter Reed Drive	3.31
Lyon Village Park	1800 North Highland Street	1.52
Madison Manor Park	6225 12th Road North	13.10
Marcey Road Park	2722 North Marcey Road	2.84
Mary Carlin Woods at Bluemont Park	601 North Manchester Street	6.56
Maury Park	3550 Wilson Boulevard	2.09
Maywood Park	3210 North 22nd Street	0.26
McCoy Park	2121 21st Street North	1.71

Park Name	Park Address	Acres
Minor Hill Park	3520 North Powhatan S treet	7.53
Monroe Park	1330 South Monroe S treet	0.99
Mosaic Park	544 N POLLARD ST	1.84
N Danville S t and 11th S t N Park	2751 11th ST N	1.01
Nauck Garden	3501 18th S treet South	0.10
Nauck Park	2551 19th S treet South	0.56
Nina Park	800 24th S treet South	0.29
Oakcrest Park	1020 South Oakcrest Road	1.21
Oakgrove Park	4012 17th S treet North	3.40
Oakland Park	3705 Wilson BLVD	0.92
Oakland S treet Park	Columbia Pike and South Oakland S treet	0.08
Parkhurst Park	5820 20TH RD N	3.42
Penrose Park	2200 6th S treet South	2.01
Penrose Square	2597 Columbia Pike	0.39
Pimmit Run Fishing Access	4144 North Richmond S treet	0.19
Powhatan Springs Park	6020 Wilson Boulevard	5.33
Quincy Park	1021 North Quincy S treet	13.16
R hodeside Green Park	1631 North R hodes S treet	0.45
Rock S pring Park	5012 Little Falls Road	3.77
Rocky Run Park	1109 North Barton S treet	2.96
Rosslyn Highlands Park	1559 Wilson Boulevard	0.69
Sharp Park	3400 North Powhatan S treet	1.51
Shirlington Park	2601 South Arlington Mill Drive	11.40
S later Park	1837 North Culpeper S treet	1.64
South Ives S treet Park	2615 South Ives S treet	1.15
S tratford Park	4321 Old Dominion Drive	3.96
Swanson Middle S chool (Open S pace)	5800 North Washington Boulevard	1.17
Thomas J efferson Community Center and Park	3501 2nd S treet South	18.43
Thrifton Hill Park	2814 23rd S treet North	8.64
Towers Park	801 South S cott S treet	5.17
Troy Park	2629 South Troy S treet	2.98
Tuckahoe Park	2400 North Sycamore S treet	12.25
Tyrol Hill Park	5101 7th Road South	3.36
Upper Pimmit Run Park	3815 North Dumbarton S treet	2.15
Utah Park	3191 South Utah S treet	4.22
Virginia Highlands Park	1600 South Hayes S treet	19.74
Wakefield High S chool Park	4966 14th S t South	0.71
Walter Reed Community Center and Park	2909 16th S treet South	6.92
Westover Park	1001 North Kennebec S treet	3.86
Windy Run Park	2420 North Kenmore S treet	15.06
Woodlawn Park	1325 North Buchanan S treet	3.24
Woodmont Center	2422 North Filmore S treet	3.32
Woodstock Park	2049 North Woodstock S treet	1.27
Zachary Taylor Park	2900 Military Road	20.45

**\*Note: Acres shown are based upon GIS calculations and may not represent true legally deeded**  
**Department of Parks and Recreation is in the process of updating this inventory through the**



**Legend**

**County and School Board Owned Property**

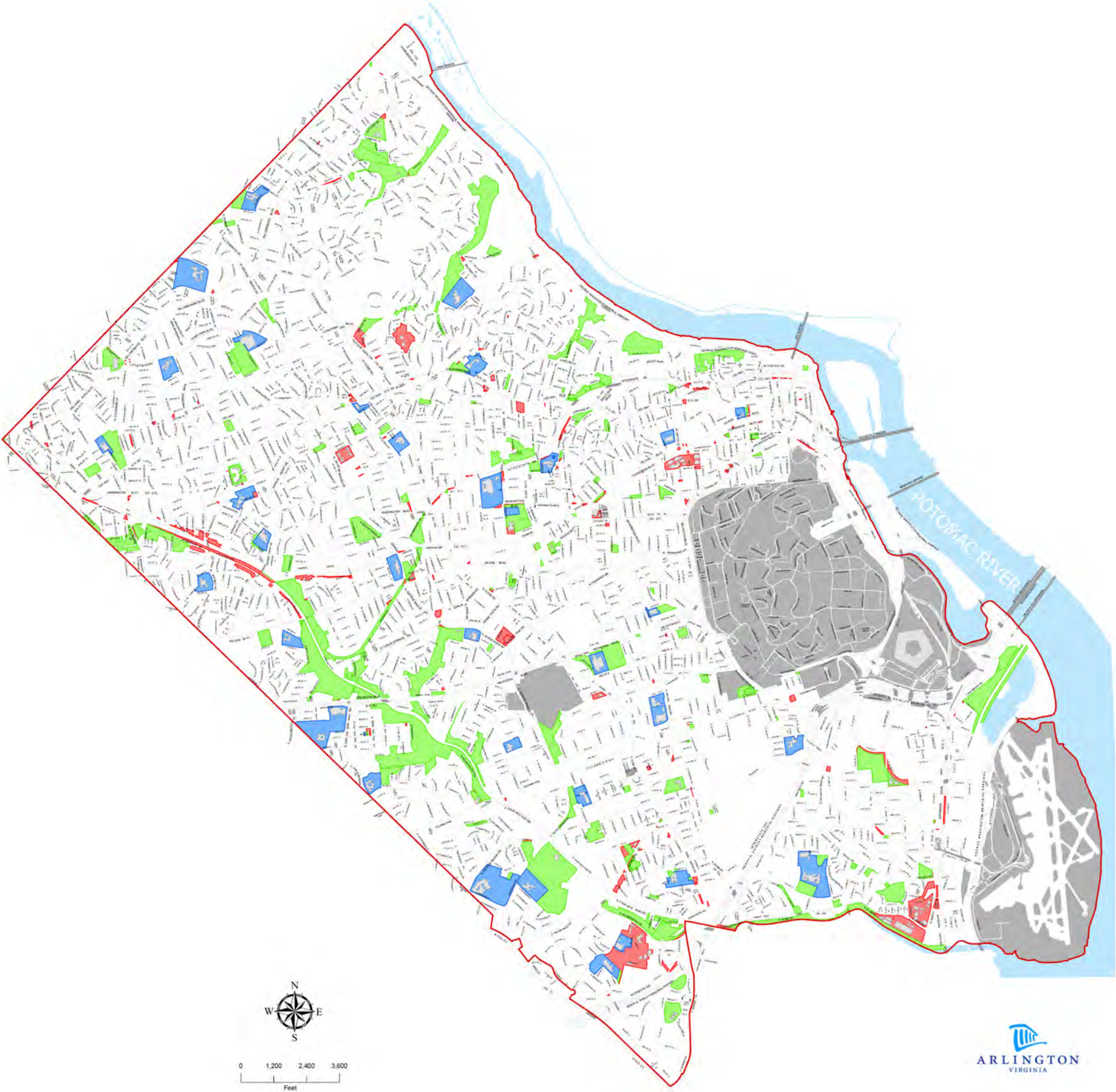
School Board Owned

County Board Owned Existing or Future Park

County Board Owned exluding Parks

**Federal Property**

**Building**

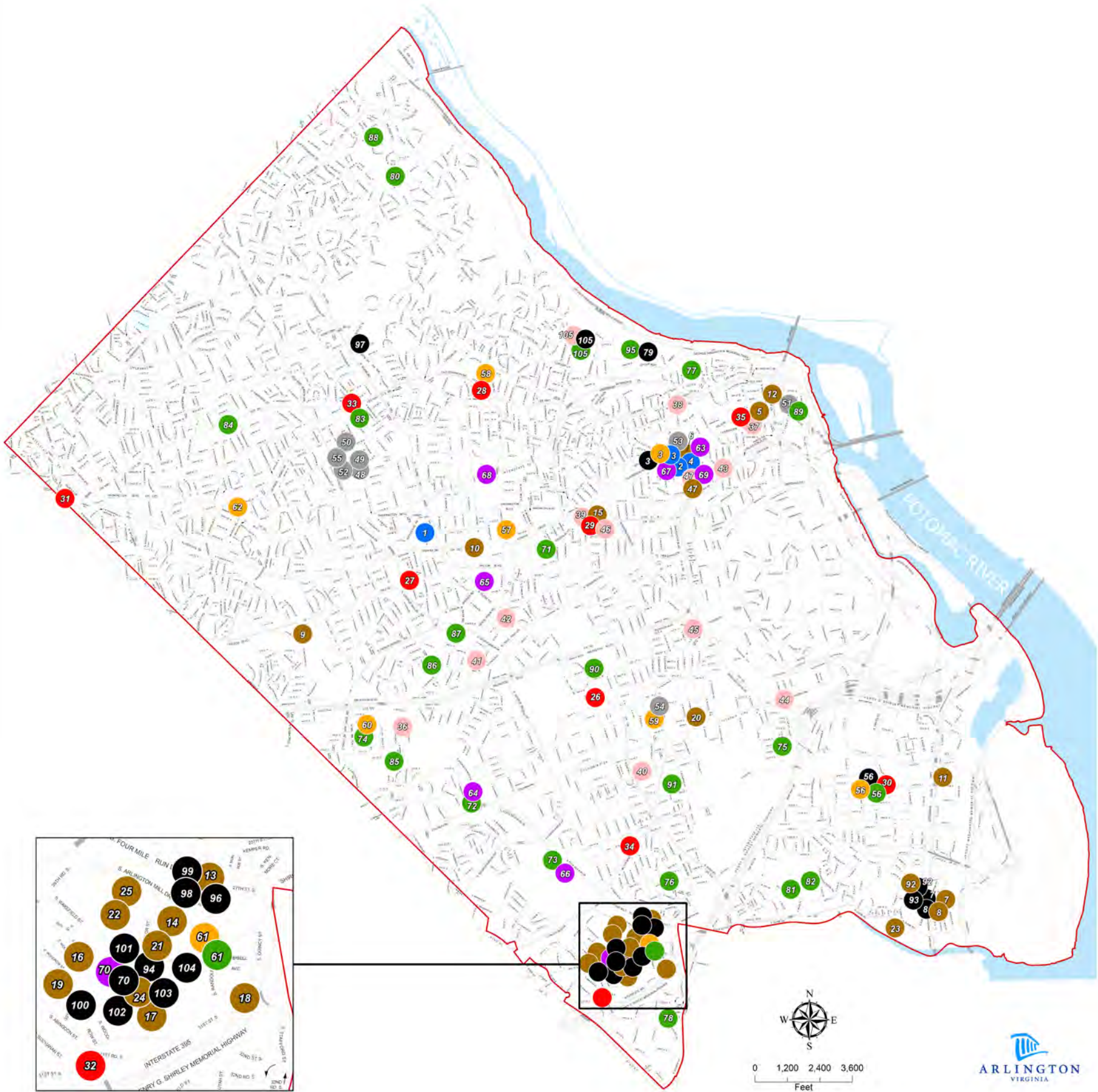




County Facilities

- County Administration
- County Operations
- Recreation / Cultural
- Fire Station
- Human Services
- Libraries
- Parking Garage
- Storage
- In Transition

Site Number	Building Name
1	Arlington Economic Development
2	Court Square West
3	Courthouse Plaza
4	Courts Police Building
5	Arl. Transportation Partners-Commuter Info. Ctr.
6	Arlington County Detention Facility
7	ART House I
8	ART House II
9	Bluemont Park Ranger Station
10	Commuter Store Kiosk-Ballston
11	Commuter Store-Crystal City
12	Commuter Store-Rosslyn
13	Cultural Affairs Building
14	Equipment Bureau
15	Fire Prevention HQ
16	Fire Training Academy
17	Police Impound Lot
18	Shirlington Bus Station
19	Solid Waste/Traffic Engineering Building
20	Star Program
21	Trade Center Fuel Island
22	Vehicle Wash
23	Water Pollution Control Plant
24	Water, Sewer and Streets Administration
25	Department of Parks and Recreation Building
26	Fire Station #1
27	Fire Station #2
28	Fire Station #3
29	Fire Station #4
30	Fire Station #5
31	Fire Station #6 (Falls Church)
32	Fire Station #7
33	Fire Station #8
34	Fire Station #9
35	Fire Station #10
36	3rd St. Program House
37	Argus House
38	Arlington Childcare Center
39	Clarendon Club House
40	Community Residences
41	Culpepper Garden
42	Gates of Ballston
43	Independence House
44	Residential Program Center
45	Sequoia Plaza
46	Sullivan House
47	The Thomas Building
48	1800/DHS (Closed)
49	1800/DHS Lab (Closed)
50	1810/DHS
51	Artisphere
52	Drewry Center
53	Emergency Winter Shelter
54	Fenwick Center
55	George Mason Center
56	Aurora Hills Library/Rec Center/Storage
57	Central Library
58	Cherrydale Library
59	Columbia Pike Library
60	Glencarlyn Library
61	Shirlington Library/Signature Theatre
62	Westover Library
63	Arlington County Detention Facility Garage
64	Arlington Mill Community Center Garage
65	Ballston Garage
66	Barcroft Sports Complex Garage
67	Court Square West Garage
68	I-66 Garage
69	The Thomas Building Parking Garage
70	Trade Center Parking Garage
71	Arlington Arts Center
72	Arlington Mill Community Center
73	Barcroft Sports Complex
74	Carlin Hall
75	Carver Community Center
76	Charles Drew Community Center
77	Dawson Terrace Rec. Center
78	Fairlington Recreation Center
79	Fort Of Smith Main House
80	Gulf Branch Nature Center
81	Gunston Bubble
82	Gunston Community Center/Theater Facilities
83	Langston Brown Community Center
84	Lee Community Center
85	Long Branch Nature Center
86	Lubber Run Amphitheater
87	Lubber Run Recreation Center
88	Madison Recreation Center
89	Rosslyn Spectrum Theater
90	Thomas Jefferson Community Center
91	Walter Reed Community Center
92	ART House III Operations Center & Warehouse
93	Butler Building (Water Pollution Control Plant)
94	DES Garage Bays (old Public Works Garage)
95	Fort Of Smith Tractor Barn
96	Motorola Building
97	North Arlington Salt Dome
98	Oakland Street Warehouses
99	OLD Signature Building
100	Sign Warehouse
101	Trades Center Chain Shop
102	Traffic Engineering Warehouse
103	Water Control Center
104	Water, Sewer and Streets Warehouse
105	Woodmont Center





# Appendix 4

## CIP Funding Sources

Bonds are the primary financing source used by the County for major general government infrastructure since they are the lowest cost of capital available, given Arlington's bond ratings.

Bond financing refers to debt financing of projects. Arlington County most often sells general obligation bonds. Bond financing is generated through the borrowing of funds (principal) at a cost (interest) through the sale of municipal bonds. There are several types of bond financing:

- General obligation bonds - Arlington typically issues general obligation bonds, which must first be approved by the County's voters and are secured by the full faith and credit of the County. Arlington's practice is to schedule bond referenda for even-numbered calendar years, which correspond to the bond sale in odd-number fiscal years. General Obligation Bonds typically have a 20 year maturity and are limited by debt capacity guidelines.
- Revenue and other types of bonds –Revenue bonds are typically secured solely by user fees or projected revenues and include no pledge from the General Fund. Revenue and other types of bonds (including those backed by the County's subject to appropriation pledge) typically carry a higher interest rate than GO bonds and generally have debt service coverage and other financial restrictions.
- Lease revenue or annual appropriation bonds – These types of bonds are secured by a "subject to appropriation" pledge by the County Board and do not require voter approval. (See "Lease-purchase finance" below) They generally require the use of a third party to execute the lease transaction, such as the Industrial Development Authority (IDA), Virginia Resources Authority, or Virginia Municipal League / Virginia Association of Counties.

A multitude of other funding sources allow the County to balance its use of debt and pay-as-you-go sources.

Master Lease equipment purchase finance (or Master Lease) represents another source of capital financing to acquire equipment, rolling stock, furniture and technology purchases that have useful lives ranging from three to ten years. Master lease financing is very flexible, allowing the County to finance projects with minimal transaction costs and on an "as needed" basis over the term of the master lease. Because of the short-term maturities of master lease financing, interest rates are typically lower than rates on long-term bonds. The County typically procures equipment using temporary funding sources, and then draws funds from the master lease financing institution to reimburse the temporary sources.

Pay-As-You-Go (PAYG) comes from annual appropriations and is part of the adopted operating budget. PAYG funding provides the greatest flexibility since it is not constrained by tax-exempt bond requirements and historically has funded maintenance capital projects, regional partnership programs and other projects such as Neighborhood Conservation and Neighborhood Traffic Calming. Projects that are typically smaller in scale as well as minor renovations are likely candidates for PAYG funding – as long as the project has an expected useful life of at least 10 years or more.

The Transportation Capital Fund – Commercial & Industrial Tax is a source of funding authorized by the General Assembly in 2007 enabling the County to levy an additional real estate tax on industrial and commercial properties

for transportation initiatives. In April 2008, the County Board adopted a tax of \$0.125 per \$100 of assessed value for transportation projects. Proceeds of the tax are held in a separate fund.

The Transportation Capital Fund – HB2313 Funds are revenues from the taxes and fees adopted by the General Assembly in 2013 as part of HB 2313 and are distributed from the State to the Northern Virginia Transportation Authority (NVTA). These include a 0.7% increase in the local sales tax, a 2% transient occupancy tax, and a regional congestion fee of \$0.15 per \$100 added to the real estate recording tax. The Northern Virginia Transportation Authority (NVTA) receives the proceeds of these new taxes, and retains 70%, the HB2313 Regional portion, for funding of projects that are regional in nature. By law, each locality's long term benefit must be approximately equal to the proportion of the total fees and taxes generated in the locality divided by the total of all fees and taxes received by NVTA. The NVTA Board will approve projects for funding annually as part of its Six-Year Program (SYP). The remaining thirty percent, the HB2313 Local portion, of these new taxes and fees is returned on a pro rata basis to the member localities based on the amount of revenue generated by the taxes and fees within the locality. These funds are used for locally selected transportation projects and deposited into the Transportation Capital Fund of the County along with the commercial & industrial tax.

The Crystal City – Potomac Yard – Pentagon City Tax Increment Financing Area was established in 2010 to support the infrastructure investment needed as part of the Crystal City Sector Plan as well as the neighboring areas of Potomac Yard and Pentagon City. Tax increment financing (TIF) is a mechanism used to support development and redevelopment by capturing the projected increase in property tax revenues in the area and investing those related infrastructure improvements. Unlike a special district, it is not an additional or new tax; rather, it redirects and segregates the increased property tax revenues that would normally flow to the General Fund. The amount of tax increment revenue is determined by setting a baseline assessed value of all property in the area on January 1, 2011 and in each subsequent year, tracking the incremental increase in assessed values relative to the base year, and segregating the incremental revenues in a separate fund. The County Board approved allocating 33 percent of the incremental revenues to the Crystal City – Potomac Yard – Pentagon City area.

The Stormwater Management Fund relies on a source of funding adopted by the County Board in April 2008 to fund operating and capital costs to upgrade and expand the County's stormwater drainage and sewer infrastructure. The Board adopted a County-wide sanitary district tax of \$0.01 per \$100 of assessed value. This rate was raised to \$0.013 in April 2010 and provides extra funds for capital projects. The sanitary district tax could ultimately be used to support bond financing. Proceeds of this tax are held in a separate fund.

Developer contributions are also an important source of funding. These are contributions paid by developers to finance specific projects. Examples of these projects are utility undergrounding and street lighting.

State / Federal grants are contributions of cash or other assets from government entities to be used or expended for a specified purpose or activity. Some grants require a local match and may have strict spending and tracking requirements.

## Appendix 5

### Priority Setting Framework: Guiding Questions and Needs Assessment Criteria/Considerations

Proposed examples of questions to be considered in determining specific community facility needs and the timing of their development

1. What types of facilities will need to be provided in light of Arlington's expanding population and changing demographics?
2. What criteria are relevant for assessing the needs for each type of facility?
3. How do we accurately assess the views and the interests of Arlington citizens in assessing specific community facility needs?
4. Who needs to be involved in helping to assess the need for specific types of community facilities? Which commissions? Which neighborhoods? Which citizens? How do we engage them?
5. Do certain types of needs demand facilities which are geographically spread throughout the county? Which facilities are these? Which facilities do not require such geographic distribution throughout the county?
6. What are the specific predictions relating to expected increases and/or decreases in school aged children at various grade levels? What do demographic forecasts tell us about the community facilities we will need to meet their needs and the needs of other age groups?
7. How do we balance county and school facility needs so as to preserve diversity that Arlingtonians have come to value and want to preserve?
8. How do we balance facility needs in one area of need against those in another given increasingly constrained county budgets? How do we prioritize life safety needs, basic service needs, and other needs? How do we balance new facilities against maintaining existing facilities?
9. How immediate is a particular facility need? Can it be postponed or will postponing it only result in a lack of an important facility needed to meet the full range of desired community services?
10. Are we maximizing opportunities to create efficiencies by developing multi-use facilities?

**Draft examples of the types of criteria or considerations that might be considered in the future by the staff working group and proposed Joint Facilities Advisory Commission in determining specific facility needs are listed below. These examples are intended to provide a starting point for evaluation and discussion and are not to be considered comprehensive or complete.**

#### **Elementary, Middle and High Schools, Pre-School; Child-Care**

- When feasible, refer to VDOE's Guidelines for School Facilities in Virginia's Public Schools which address the following by school level:
  - the size of a new school site
  - minimum outside play areas
  - classroom floor area
  - location of elementary classrooms and
  - space for other instruction needs (health and P.E., arts, etc.)
- Any additional School Board policy guidance

Refer to link in case any of this information changes [http://www.doe.virginia.gov/support/facility\\_construction/building\\_regs\\_and\\_guidelines.shtml](http://www.doe.virginia.gov/support/facility_construction/building_regs_and_guidelines.shtml)

#### **Neighborhood Parks**

- Walking distance to nearest park
- Population density in the immediate area/neighborhood
- Expected growth in population in a particular neighborhood/geographic area
- Population age of surrounding area for relevant types of parks/recreation facilities if related to specific age group (e.g. playgrounds, high-rise that allow pets (dog parks?))
- Day time work population needs
- Age/demographics of neighborhood residence
- Current use statistics (such as time in use, waiting lists, density of use)

#### **Public Libraries**

- Determine the estimated service population for each library and how the service population might change over time
- Assessment of increasing digital publication and its impact on library facility, equipment and space needs
- Assessment of library space needs (e.g. to accommodate its collection, reader seating and work space, meeting rooms, staff workspace, etc)
- Assessment of how the increasing population and demographic changes will impact future demand for specific library services and facilities
- Use/demand for types of services;
- Alternate delivery methods

### **Multi-activity Indoor County-wide Recreation Center**

- Facility programming should be based on assessment of county-wide indoor recreational needs to include a community survey
- Assessment of current County recreation class demand and waiting lists
- Assessment of opportunity to jointly serve and support current school based recreational needs/activities
- Assessment of expected future population growth/demographics
- Assessment of existing recreational facility inventory in the County and in the region
- Density of population, use/demand, proximity, transportation/access for any specific service centers (e.g. senior centers, cultural centers)

### **County and Schools Vehicle and Equipment Storage**

- Space and land
- Number of buses for which storage is needed
- Geographic proximity of equipment, trucks, etc. to needed county services
- Expected number and size of county vehicles, trucks, equipment, etc. for which storage space is needed
- Height and weight of vehicles
- Time/season when vehicles are in use

### **Fire Stations**

- Overall coverage of existing fire stations
- Ability to meet increasing population growth by currently defined fire station planning areas
- Response times:
  - Response time of 4 minutes or less
  - Response time plus time to hospital for total time from call to hospital arrival
  - Overlap of existing fire station response time of 4 minutes or less
  - Areas where response time is more than 4 minutes
- Service Demand:
  - Level of demand for different functions and response time for different functions (e.g. fire vs EMS)
  - Clear understanding of existing fire and EMS demand
  - Assessment of high risk EMS areas; alternative responses and facility needs
  - Assessment of high risk fire areas (i.e. areas where fires could result in significant more damage)
  - Workload and overall demand analysis of existing fire stations and the planning areas they serve

### **Community Meeting Space**

- Look to other community facilities where meeting spaces can be incorporated
- Look for joint use opportunities that provide meeting space to meet the needs of specific geographic areas
- Size of groups expected to use space
- Audio-visual and other electronic equipment needed

# Appendix 6

## Proposed Siting Principles and Process

### Background

When the County Board and School Board established the Community Facilities Study in January 2015, they tasked the Study Committee to propose “criteria and a process for siting any new County or School facilities or adding new or expanded uses to existing facilities or sites.” While many facility siting decisions made in Arlington over the last twenty years have led to successful outcomes, public facility projects are becoming more complex as the County’s population grows and available land and resources become more limited. Previous siting processes from the 1990s that guided decisions on County government facilities have become less relevant and are no longer applied consistently. There is also growing recognition of the need for creative designs and collaborative approaches to accommodate new facilities in harmony with existing programs, public spaces and natural resources.

To address these issues, the Study Committee, with input from the Resident Forum, has developed siting principles and a siting process that improves upon current practices. The siting process is intended to function as a project management tool to make siting decisions efficiently, effectively, and with ample community input.

While many of the steps and siting considerations included in the Study Committee’s recommendations are not new, this document sets forth for the first time a common set of principles and a process that can be employed by both the County and Schools. This process places a strong emphasis on civic engagement and communication with a broadly defined public. As future decisions about community facilities may be complex, those decisions at the staff and elected official levels should be made with transparency and with opportunities for public participation.

### *When to use the siting process*

The siting process is intended to be used for County and School facility projects that require a physical location, either due to relocation or the construction of a new facility. The process could also be adapted to determine the preferred use or uses for a known site that is available for development (referred to as the use determination process).

The County Board, School Board, County Manager, and/or School Superintendent will initiate a siting process for a specific project on a case-by-case basis. When determining whether the siting process will be used, decision-makers should take into account the **nature** of the facility need, the **size and scale** of the facilities or sites under consideration, and the **relative impact** of the likely outcomes on the Arlington community. As this approach is anticipated to require significant resources, particularly in terms of time and cost, it will be important to balance the level of investment in a siting process with the use of other established processes when determining when to utilize it.

It is envisioned that the siting process would typically **apply** in the following situations:

- Constructing a new County or School facility
- Relocating an existing County or School facility to a new site
- Adding new uses to an existing facility or replacement facility
- Determining the appropriate uses for County or School land (use determination process)

The siting process would typically **not apply** in the following situations. However, some of these examples would be guided by other public processes, such as a use permit application or a Public Facility Review Committee process.

- Renovating an existing facility with no change in use (e.g., maintenance capital programs)
- Expanding an existing facility or replacing with a larger facility on the same site with no change in use, including adding relocatable classrooms to a school
- Implementing transportation or utility infrastructure projects (e.g., new streets or water mains)
- Relocating uses within the County Trades Center
- Increasing capacity for County or School operations within existing buildings
- Relocating County/Schools office functions to a different office building
- Relocating programs or services to leased space, especially when public disclosure of negotiations would adversely affect the County's or Schools' bargaining position; however, leased space could be an option for a siting a facility as part of a larger siting process
- Establishing a temporary facility or short term use that is in operation for three years or less
- Constructing or relocating a facility or public space when the location is clearly identified in a detailed long range plan, such as a Sector Plan or Comprehensive Plan element
- Determining the appropriate uses for County or School land when the site is addressed in detail in a long range plan, such as a Sector Plan or Comprehensive Plan element, or when an alternate planning process (e.g., Sector Plan, Phased Development Site Plan) has been identified for the site

Even in cases where the siting process is not applied, County and/or Schools staff are encouraged to follow the phases and steps outlined in this approach, as appropriate, with community engagement at the "inform" level of the public participation spectrum. See Community's role in the siting process.

The decision to apply the siting process to a particular project should be made as early as possible after a facility need is identified to allow the process to be built into the project schedule and to ensure that the adequate staffing resources will be available. If it is determined that the siting process does not apply to a specific situation or that another process should be followed instead, that decision should be communicated to the public. It is anticipated that most siting processes would occur after a project has been identified in the County's and/or Schools' Capital Improvement Plan. The use determination process for an available public site could occur prior to a facility being identified in the Capital Improvement Plan.

### *Identifying and prioritizing facility needs*

Prior to a siting process, it is critical that the County and Schools identify and prioritize their facility needs. Participants in a siting process will need to know the range of facility needs to make informed recommendations on multi-use facilities or sites. Chapter 3 of the Community Facilities Study Committee's Final Report includes recommendations for assessing facility needs and setting priorities. While it is recognized that this work will not be completed in advance of the FY 2017 – FY 2026 Capital Improvement Plans, the identification and prioritization of needs should be initiated as soon as possible to facilitate future capital planning and siting processes.

## Siting principles

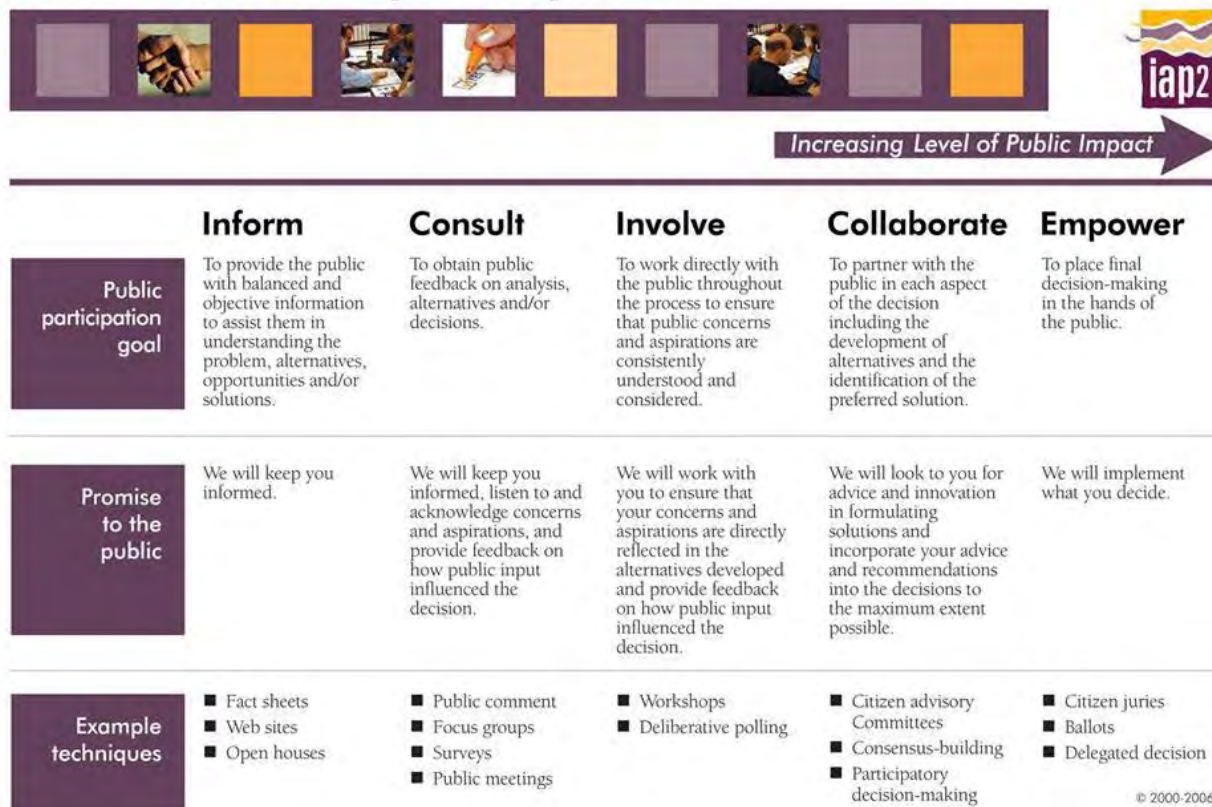
The following six principles should guide all siting processes, recommendations, and decisions.

1. Be as transparent as possible: share information broadly and communicate regularly.
2. Time and funding are limited: undertake siting processes in a timely and cost-conscious manner.
3. Use resources efficiently: explore multiple-use facilities and designs that could be adaptable over time.
4. Balance County-wide and local needs.
5. Guide discussions and decisions with established plans, policies and goals.
6. Distribute facilities equitably across the County as much as possible.

## Community's role in the siting process

Arlington has a long and robust history of actively engaging the community in land use and facility planning. Public facility siting decisions should build upon this tradition of civic engagement through each phase of the process. At the outset of each project, the County Board and/or School Board should articulate the level of public participation that is expected throughout the siting process, using language from the IAP2 Public Participation Spectrum. In this context, the community and the public should be defined broadly, and efforts should be made to engage all interested parties and groups.

## IAP2's Public Participation Spectrum



Since each individual process will be different, the level of public participation may vary to suit the scope of the project. In general, County and/or Schools staff will facilitate siting processes and make recommendations to the respective decision-making body, taking into consideration input and feedback collected through a civic engagement process in partnership with the community. Some steps of a process may be led or conducted entirely by staff; other steps may be led by or conducted in partnership with community members, as outlined in the evaluation framework that will be developed for each process (see Phase 1 of the Siting Process). For more complex processes, an advisory group consisting of interested community members with a defined charge could be the primary means of civic engagement. This group could be an established advisory board or commission with knowledge and expertise relevant to the project or an ad hoc working group appointed by the County Board, School Board, County Manager, and/or Superintendent.

Ongoing opportunities for dialogue between staff and the community should be built into the process. Examples include, but are not limited to, citizen working groups, established advisory boards and commissions, public forums, virtual meetings, and targeted outreach to community groups that would be affected by decisions but are not typically represented in public processes.

Information sharing is a key component of civic engagement. The County and/or Schools should commit to transparency and consistency in communicating with residents. Public information and materials should be provided early and often and should be accessible to diverse groups through a variety of channels. This includes information about the process, opportunities to participate in the process, and any decisions made as the process progresses. These channels should include existing and new platforms for communication.

While most information should be shared with the public, it is important to recognize that Virginia's Freedom of Information Act allows the County and Schools to not disclose certain information that would be relevant to a siting process. One example is discussion about real estate transactions that would affect the County's or Schools' bargaining position or negotiating strategy.

### *Reviewing and amending the siting process*

The siting process should be considered a living document. Initial uses of the process should be considered test cases, and participants in these early projects should consider and recommend process improvements to the County and School Boards. The recommended facility strategic planning committee, consisting of County and School Board members, should review the this document periodically to ensure it is effective in guiding decisions.

## Siting Process

The framework for the facility siting process consists of four phases. This process narrative describes steps and outcomes for each phase. The phases are intended to be sequential. However, the steps within each phase are not intended to be linear. Multiple steps within a phase may take place concurrently, or steps may be iterative.

This siting process can be adapted to a variety of situations. Depending on the specific circumstances of the facility project, some steps may be modified or eliminated. The process narrative generally describes the steps and outcomes for situations when a known facility requires a site. The description of each phase also includes recommendations for how the steps and outcomes could be modified for situations when new use(s) will be determined for a known site (use determination process).

Phases	1 Scope identified use and process	2 Identify potential sites	3 Evaluate short list of sites	4 Decision
	<p>Determine siting requirements, additional siting considerations, and evaluation framework for Phases 2 and 3.</p> <p>Identify and communicate civic engagement process.</p>	<p>Develop a list of potential sites that meet siting requirements.</p> <p>Evaluate sites at a high level with considerations developed in Phase 1.</p> <p>Refine list to 2-3 sites for further evaluation in Phase 3.</p>	<p>Develop design studies/analyses for 2-3 sites selected in Phase 2.</p> <p>Evaluate sites at a greater level of detail with considerations developed in Phase 1.</p> <p>Recommend preferred site and any complementary uses.</p>	<p>County Board and/or School Board consider recommendations from Phase 3 and confirm a final approach for a site and use(s).</p>

The overall process for a specific project, including timelines for major milestones, should be communicated to the public as early as possible. A status report to the decision-makers (County Board, School Board, County Manager, and/or School Superintendent) and to the community should be provided at the conclusion of each of Phases 1, 2 and 3. This status report could be a letter that summarizes the process steps, outcomes to date, key issues, and outstanding concerns.

The siting process differentiates between identified uses and complementary uses. A siting process's identified use is the public facility use that is most critical or has siting requirements (e.g., land area, zoning) that are the most difficult to meet. In some circumstances, the facility needs identification and prioritization process may determine that multiple uses should be sited together (e.g., a school and a community center) as a joint use facility. In these cases, the joint use facility should be considered the identified use. Complementary uses are uses that could be included with an identified use to maximize the efficient use of public land or to provide other colocation benefits, such as shared resources (e.g., staffing, finances, open space, parking). These uses could be additional community facilities identified through the needs assessment process or could be non-facility uses that provide public benefits or meet public goals. Each siting process will determine the feasibility and compatibility of potential complementary uses with the given identified use. Complementary uses may include existing programs and uses on a potential site.

## **Phase 1: Scope identified use and process**

### **Steps**

- a. *Demonstrate and communicate need for identified use* – The need for the identified use will have been established through a prior process of identifying and prioritizing facility needs. At the outset of the siting process, the County and/or Schools should communicate basic information and facts about why the facility is needed. If a use is being relocated, the rationale for needing a new site should also be demonstrated and communicated.
- b. *Identify civic engagement process and communications plan* – The mechanism(s) for public participation in the siting process should be established early so that the community has an opportunity to provide input on the siting considerations, evaluation framework, and other steps in the process. This could occur by the decision-making body adopting a charge or process outline that sets forth goals, a framework for community participation (i.e., who participates and what roles), decision-making steps, and a timeline. The participants in the process may evolve throughout the phases as the sites or uses being considered are refined. The civic engagement process should make every effort to allow all interested citizens to participate prior to the County and/or School Board seeking public input in Phase 4. For more complex processes, an advisory group consisting of interested community members with a defined charge could be the primary means of civic engagement. This group could be an established advisory board or commission with knowledge and expertise relevant to the project or an ad hoc working group appointed by the County Board, School Board, County Manager, and/or Superintendent. See Community's role in the siting process above. At a minimum, the following questions should be posed when developing the civic engagement process and communications plan.
  - i. What level of public participation is expected for each step in the process?
  - ii. How and when will community input be sought, and how will this input influence recommendations and decisions?
  - iii. What communities should be encouraged to participate in the siting process, and what are their roles in the process? How will the County and/or Schools reach out to groups that are not typically represented in public processes?
  - iv. What advisory groups and commissions should be encouraged to participate in the siting process, and what is their role?
  - v. How might the public participation process change throughout the phases as the site or use options under consideration are refined?
  - vi. Who will make recommendations to the decision-makers at the end of Phase 3?
  - vii. How and when will information be shared with the broader community?
- c. *Determine siting requirements* – Siting requirements are the characteristics of a site that are required for the intended public facility to function. These requirements should be determined by the service provider and should be limited to the most critical requirements needed to meet service delivery standards. In some circumstances, one or more of the siting considerations described below could be a siting requirement (e.g., site availability).
- d. *Determine and prioritize siting considerations* – Siting considerations are the characteristics of a site that are highly desired by the service provider and other stakeholders. It may not be possible to identify a site that addresses all of the siting considerations, so it may be necessary to prioritize the considerations. Siting

considerations should be identified and prioritized in Phase 1. Analysis of the siting considerations will occur in Phases 2 and 3 as specified in the evaluation framework. In addition to the major siting principles that guide the process, all projects should consider the following:

- i. *Site suitability* – Consider whether a site’s physical characteristics are appropriate for the proposed use.
  - ii. *Facility function and impacts* – Examples of impacts to be analyzed include economic, demographic/diversity, transportation, green space, environmental, and neighborhood-specific. Additional impacts may be identified, and impact statements should be provided consistent with the level of analysis and based on the best information available.
  - iii. *Location within the County* – The location of facilities should be consistent with efficient, effective service delivery. When considering the equitable distribution of facilities, the analysis should recognize both positive and negative potential impacts on nearby communities and the County as a whole.
  - iv. *Site availability* – The selected site for a facility should be available at a cost that meets the project’s budget or with an explanation of why an additional expenditure is necessary. The site should also be available within a time frame that meets the service delivery need.
  - v. *Cost and financing* – Rough cost estimates can facilitate comparisons between multiple site options. More complex projects (e.g., co-located facilities, public-private partnerships) can increase costs but may provide additional benefits. If possible, consider the impacts of both capital and future operating expenses, including any costs for relocating or temporarily disrupting programs or uses that exist on the site. Also consider potential funding options.
  - vi. *Existing conditions* – Establish a baseline of existing conditions, including natural and historic resources; transportation/infrastructure; government or community programs and uses; land use context; adopted regulations, plans and policies; and legal restrictions on the use of the property. The existing level of services provided on a site should be maintained or increased either on-site or at an appropriate alternative site.
  - vii. *Opportunity cost* – Consider the future opportunities for a site that would be given up if the site is selected for today’s facility need.
  - viii. *Additional considerations* – Considerations that are unique to a specific project or facility should be identified.
- e. *Develop evaluation framework* – The evaluation framework will determine how the siting requirements and considerations will be evaluated and who will evaluate them. As the process progresses from identifying potential sites, to refining those sites to a short list, to identifying a preferred site, different siting considerations would be applied. The framework may be revisited throughout the process as new information is learned. If the framework is revised during the process, any changes should be widely communicated. At a minimum, the following questions should be posed when developing the evaluation framework.
- i. What is the problem that this siting process seeks to address?
  - ii. What are the critical siting requirements and broad siting considerations that will be used to evaluate sites in Phase 2?
  - iii. What are the more detailed siting considerations that will be used to evaluate sites in Phase 3? These siting considerations will typically require a finer level of analysis and more County/School resources than those used in Phase 2.

- iv. Who will perform the evaluation in Phases 2 and 3?
  - v. How many options will be evaluated in phases 2 and 3?
  - vi. What communities would be affected by possible outcomes of a siting decision, how will the potential impacts on these communities be evaluated and communicated, and how will the affected communities be engaged in the process?
  - vii. What are the barriers that could make it difficult to reach a decision, and what can be done to avoid or move past them?
  - viii. What is the timeline for the completion of each phase?
- f. *Consider potential complementary uses and partnership opportunities* – Potential complementary uses that have been identified through the needs assessment and prioritization process should be considered for compatibility with the proposed identified use. Special consideration should be given to the colocation of County and School uses, which should be guided by previously adopted policies and agreements between the two Boards on jointly developing and using facilities. Private uses could also be considered; for example, a public-private partnership could be utilized to help finance the construction of a public facility or to implement other County or School plans or policies. If a partnership is being pursued, additional participants and steps will likely be necessary throughout the process.
- g. *Outline project schedule and budget* – A generalized schedule and budget for the facility project will influence the feasibility of different site and use options and should be communicated early in the process.
- h. *Develop siting process timeline* – The timeline for reaching a siting decision should seek to reach a conclusion in a timely manner and should fit into the overall schedule for funding and constructing the facility project. This process timeline should also be communicated early in the process.

### Outcomes

- a. Common understanding of identified use and/or facility scope
- b. Siting requirements and considerations
- c. Evaluation framework
- d. Potential complementary uses and partnership opportunities
- e. Civic engagement process and communications plan
- f. Facility project schedule and budget
- g. Siting process timeline
- h. Status report to decision-makers and community

### ***Adapting Phase 1 to Use Determination Process***

- a. Phase 1 of a process for determining uses for a known site would be similar to the process described above with the following exceptions:
- b. Instead of demonstrating why a facility is needed, the County and/or Schools would demonstrate why the property is available for a new use.
- c. Instead of determining the siting requirements for an identified facility need, the known site would be analyzed to determine the significant characteristics of that site. This site analysis would be an outcome of Phase 1.
- d. The evaluation framework would determine how use options that are compatible with the site will be prioritized and who will evaluate alternative use scenarios.

## ***Phase 2: Identify potential sites***

### ***Steps***

- a. *Proceed with civic engagement process and communications plan* – The civic engagement process and communications plan developed in Phase 1 should be followed throughout the process.
- b. *List potential sites* – Potential sites that appear to meet the siting requirements should be identified and communicated. Identification of sites should include community input. If sites that do not meet the requirements are eliminated from further consideration, such decisions should be shared with the public.
- c. *Use evaluation framework to analyze sites at a broad level of detail* – As indicated in the evaluation framework, potential sites should be analyzed at an appropriate level of detail to narrow the list of sites to two or three. This evaluation would likely include all of the siting requirements and those siting considerations that do not require detailed analysis such as design studies.
- d. *Explore feasibility of complementary uses and partnerships* – Analyze the feasibility of potential complementary uses and partnership opportunities identified during Phase 1. This level of analysis should be more conceptual and should not consider the feasibility of specific sites.
- e. *Refine list of sites for further evaluation* – Using the results of the analysis of potential sites, determine two or three sites that appear to best meet the siting requirements and considerations. These sites will continue to be evaluated in Phase 3.
- f. *Confirm and revise siting process timeline if necessary* – Make every effort to keep the siting process on schedule. If additional time is needed, recognize the implications on the facility project's overall schedule and costs and the impacts on service delivery.

### ***Outcomes***

- a. List of all sites considered, including those eliminated
- b. Analysis report of the evaluation process and recommendation of two or three sites for further evaluation in Phase 3

- c. Analysis report for complementary uses and partnership opportunities
- d. Siting process timeline
- e. Status report to decision-makers and community

### *Adapting Phase 2 to Use Determination Process*

Phase 2 of a process for determining uses for a known site would be similar to the process described above with the following exceptions:

- a. Instead of identifying potential sites, the use determination process would list potential uses for the site. Potential uses should be consistent with previously identified public facility and open space needs. The need for these potential uses should be demonstrated.
- b. Basic site requirements for potential uses should be established to facilitate evaluation.
- c. The phasing of uses on the site, considering short term and long term needs, should be considered.
- d. A list of all uses considered for the site, included options eliminated from consideration, and a list of two or three use options for further evaluation will be outcomes of Phase 2. Use options could include one use or multiple uses.

### **Phase 3: Evaluate short list of sites**

#### *Steps*

- a. *Proceed with civic engagement process and communications plan* – The civic engagement process and communications plan developed in Phase 1 should be followed throughout the process. Community members or groups with a specific interest in the sites chosen for detailed analysis should be notified and actively encouraged to participate in the process, if they are not already involved.
- b. *Develop design studies/analyses* – The design studies for the two or three sites selected for further evaluation will illustrate potential site layouts. They should provide a sufficient level of detail to facilitate analysis of local impacts (e.g., transportation, green space) and to further evaluate the feasibility of complementary uses.
- c. *Use evaluation framework to analyze sites at a finer level of detail* – As indicated in the evaluation framework, the two or three selected sites should be analyzed at a level of detail that allows a comparison of the potential impacts, costs, and benefits for each site.
- d. *Develop rough cost estimates* – Order of magnitude cost estimates should be provided for the development of the sites selected for further evaluation. Additional cost estimates for alternative site layouts or use options could also be developed if necessary. Costs estimates should consider both capital and future operating expenses, including any costs for relocating or temporarily disrupting programs or uses that exist on the site. If complementary uses or partnerships are being considered, take into account potential cost savings. Opportunities for creative financing mechanisms could also be explored.

- e. *Refine and analyze potential complementary uses and partnerships* – Determine the feasibility of complementary uses and partnerships for each site, building upon the Phase 2 analysis.
- f. *Confirm and revise siting process timeline if necessary* – Make every effort to keep the siting process on schedule. If additional time is needed, recognize the implications on the facility project’s overall schedule and the impacts on service delivery.
- g. *Engage community prior to recommendations* – A summary of the process and analysis should be provided to stakeholders and the broader community with opportunities for input on final recommendations. This could be accomplished through a community workshop or other civic engagement tools.
- h. *Recommend a preferred site, uses and/or partnerships* – A final recommendation that takes into account the analysis and public input will be provided to the County Board and/or School Board. This recommendation should include a preferred site for the identified use, any recommendations on complementary uses and/or partnerships, and any additional guidance, such as steps to minimize impacts on site resources and existing uses. The recommendation may also include alternatives that could be supported if the preferred option cannot be implemented.

### Outcomes

- a. Analysis report for evaluated sites
- b. Community review of analysis
- c. Recommendation for preferred site
- d. Recommendation for any complementary uses and/or partnerships
- e. Additional guidance on site development, including steps to minimize impacts on site resources and existing uses
- f. Siting process timeline
- g. Status report to decision-makers and community

### *Adapting Phase 3 to Use Determination Process*

Phase 3 of a process for determining uses for a known site would be similar to the process described above with the following exceptions:

- a. Design studies and analyses for two or three use options should be developed for the site.
- b. The final recommendation will be the preferred use or uses for the site with alternative options that could be supported if the preferred option cannot be implemented.

#### *Phase 4: County/School Board decision*

##### *Steps*

- a. *Solicit public input on recommendations* – The County Board and/or School Board will provide an opportunity for public input on the final recommendations from Phase 3 prior to taking action.
- b. *Consider recommendations and act* – The County Board and/or School Board will consider the recommendations from Phase 3, take action on the recommendations, and direct the County Manager and/or Superintendent on next steps.
- c. *Initiate development review process* – After deciding to proceed with a site and use(s), the County Board and/or School Board will initiate the development review process for the project by providing guidance to the reviewing advisory group(s). Depending on the specific project being reviewed, these groups could include the Public Facilities Review Committee, the Site Plan Review Committee, the Long Range Planning Committee, and/or the Building Level Planning Committee.

##### *Outcomes*

- a. Approach for site and use(s)
- b. Guidance to advisory group(s) for development review

# Appendix 7

## A Summary of Resident Forum Table Discussions

**February 25, 2015**

### **Recurring Themes from Resident Forum Table Discussion on Economic Sustainability**

10 groups, 71 participants

Question 1: What future challenges do you see to Arlington’s basic economic model of reliance on the commercial sector (office, multi-family rental residential and retail) for 50 % of its real estate taxes?

- The factors that help Arlington grow in the past have changed. Neighboring communities are now more competitive; Metro now reaches beyond Arlington, and these areas often have newer and more affordable office space.
- Arlington needs to rethink how it attracts new businesses and keeps our existing businesses. Commercial vacancies threaten the 50/50 split of residential/commercial tax rate.
- The shortage of a range of affordable housing of all types may detract businesses who are looking to locate near potential employees.
- Arlington does not appear to have a vision for the future.

Question 2: If challenges exist, what steps or solutions should Arlington consider to address those challenges?

- Develop a vision for the County
- Use a variety of tools to attract and retain businesses, and shorten lengthy processes so that we can maintain the 50/50 split.
- Look for ways to retain a diverse community

Question 3: What constraints or barriers exist to taking those steps or solutions?

- Is there a vision for Arlington’s population size? Arlington is changing, and there are diverse expectations among residents.
- Arlington way may need to be revisited.
- Need to improve the way we allow for development, and how we work with businesses.

**March 25, 2015**

### **Recurring Themes from Resident Forum Table Discussion on Demographics**

10 groups, 53 participants

Question 1: Based on the demographic data that we have seen so far in the process, who are we as a County?

- Arlington has transitioned from a suburb to an urban community.

- Many of the groups expressed surprise at the information on income disparity and how different this looked in north or south Arlington.
- The county is full of millennials, seniors and families.

Question 2: How does the predicted change in the demographics determine the needs of the different neighborhoods and Arlington as a whole?

- Neighborhoods have different needs, but some of the neighborhood priorities may not align with what is in the best interest of the County as a whole.
- The aging population will create a demand on basic and emergency services.
- School capacity needs to be address with so many young families in the current population.

Question 3: Who do we want to be as a County, and what steps or solutions should we take to get there?

- Inclusive of a diverse population.
- Should we consider how big the population can or should grow? How much development we want and need?
- Affordable housing should be pursued across a broader geographic area.

Question 4: What constraints or barriers exist to taking those steps or solutions?

- Too many decisions are made in response to a few individuals who have the time to voice their issues, entitlement.
- Affordability.
- Community does not understand the financial difficulties that the county is facing; it may be difficult to change expectations about the level of services and looking for cost efficiencies.
- Management by County & Schools.

**May 13, 2015**

### **Recurring Themes from Resident Forum Table Discussion on Siting Considerations**

7 groups

Question 1. Drawing from your own experiences and from what you learned from the case studies, what should be carried forward for future siting efforts for county facilities and schools? What should be done differently?

1a. The study committee charge states, “consideration should be given to finding more efficient ways to use existing facilities and sites, colocation of appropriate uses, and temporary or permanent use of private space.” How should new uses be determined for existing facilities or sites to maximize county and school resources?

1b. Some of the case studies took many years to reach community consensus. How could a new siting process address needs that are time sensitive?

- Involve stakeholders early, be transparent and avoid surprises.
- Process need to define the tradeoffs that drive decision making.
- New processes need to be applied to new properties coming on line (i.e. Buck property).

- Compile a list of community needs that can be used to make informed decisions.
- Multi-functional facilities are a necessity.
- County and schools need to work together.
- Maintain green space.
- Need to coordinate master planning for all public facilities.

Question 2. How should the facility needs of the county as a whole be balanced with concerns about a facility's impacts on surrounding neighborhoods?

2a. What role should your community organization(s) have in the facility siting process? When and how should the community be engaged in siting decisions?

2b. The current system of planning for facilities seems to lead to a process where most people are reacting negatively to a proposal. What could be done to change this dynamic in the community process?

2c. What communication tools should the county and aps be using to get information out to everyone?

- Better educating and marketing to the public.
- Stakeholder need to include broader community. Neighborhood development often impacts other parts of the county.
- Distribute the burden around the county.
- Communicate more often and publically.
- Encourage co-location of facilities.

**June 24, 2015**

### **Recurring Themes from Resident Forum Table Discussion on Siting Process**

5 groups

Question 1. Could this siting framework be adapted for most or all facility siting processes?

- How do we ensure consideration of co-location/multi-use facilities? Must be captured in Phase 0.
- School facility planning must be integrated with county facility planning, and need one comprehensive plan rather than a multitude of plans.
- Reverse the process to work for sites with no defined need.
- Set aside funds for land acquisition.
- Who gets to set the priorities and define the needs our a diverse county?
- We need to educate the community about the needs.

Question 2. What should the community's role be during Phases 1 – 4 of the siting process framework? Consider spectrum of public participation.

- Community needs a role in Phase 0, setting priorities; ensures coordination of County and APS priorities.
- Perceived effect on community should determine who participates.
- Process requires a clear charge then a continuing communication plan.